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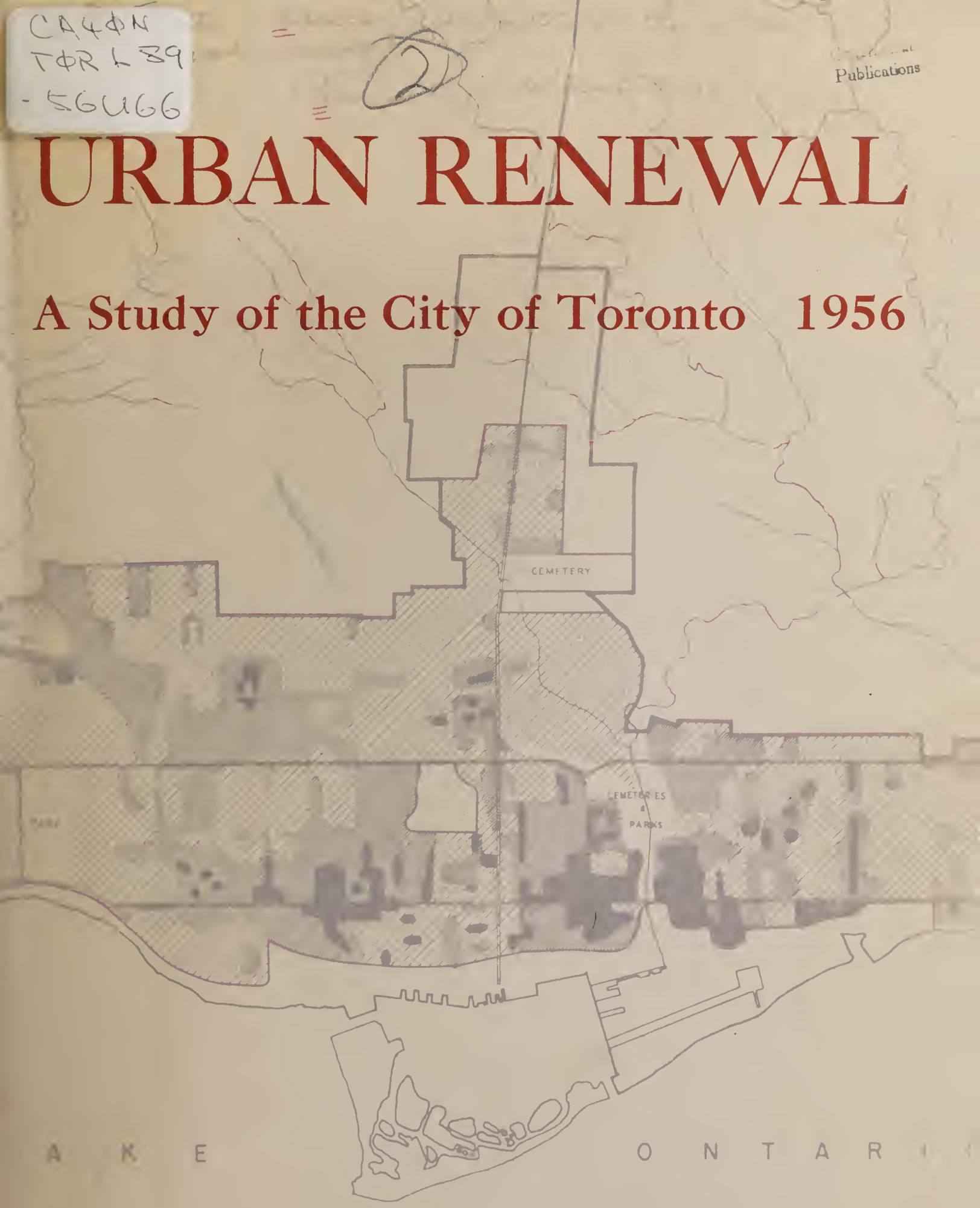
Publications

URBAN RENEWAL

A Study of the City of Toronto 1956



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A. E. Coll
Central Mortgage and Housing Corporation

W. W. Scott
D. F. Taylor
Ontario Department of Planning and Development

J. P. Maher
M. B. M. Lawson
City of Toronto Planning Board

ADVISORY COMMITTEE ON THE URBAN RENEWAL STUDY

TORONTO

August 10th, 1956

Honorable Robert H. Winters, M.P.,
Minister of Public Works,
Dominion of Canada.

Honorable W.M. Nickle, Q.C., M.P.P.,
Minister of Planning and Development,
Province of Ontario.

His Worship Mayor Nathan Phillips, Q.C.,
City of Toronto.

Gentlemen:

We are pleased to submit the report of the Urban Renewal Study of the City of Toronto.

The study was undertaken in June, 1955 to explore problems of urban renewal in Toronto, to develop methods of handling these problems and to propose measures which might be undertaken. We believe that these objects have been successfully accomplished and that the findings of the study, as contained in this report, will be of great value to all concerned.

Much remains to be done. This study offers a most propitious beginning to what must be a continuing process of study, policy determination and action. If accepted and used in this way it could lead to a positive and successful programme of urban renewal. It is transmitted with the hope that it will be employed by all concerned as a means of arriving at common objectives and satisfactory procedures for co-ordinated action.

Yours sincerely,

J. McCulloch,
Chairman

U R B A N R E N E W A L

A Study of the City of Toronto

1 9 5 6

ADVISORY COMMITTEE

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Assistance was also given by members of the staff of the City Planning Board.

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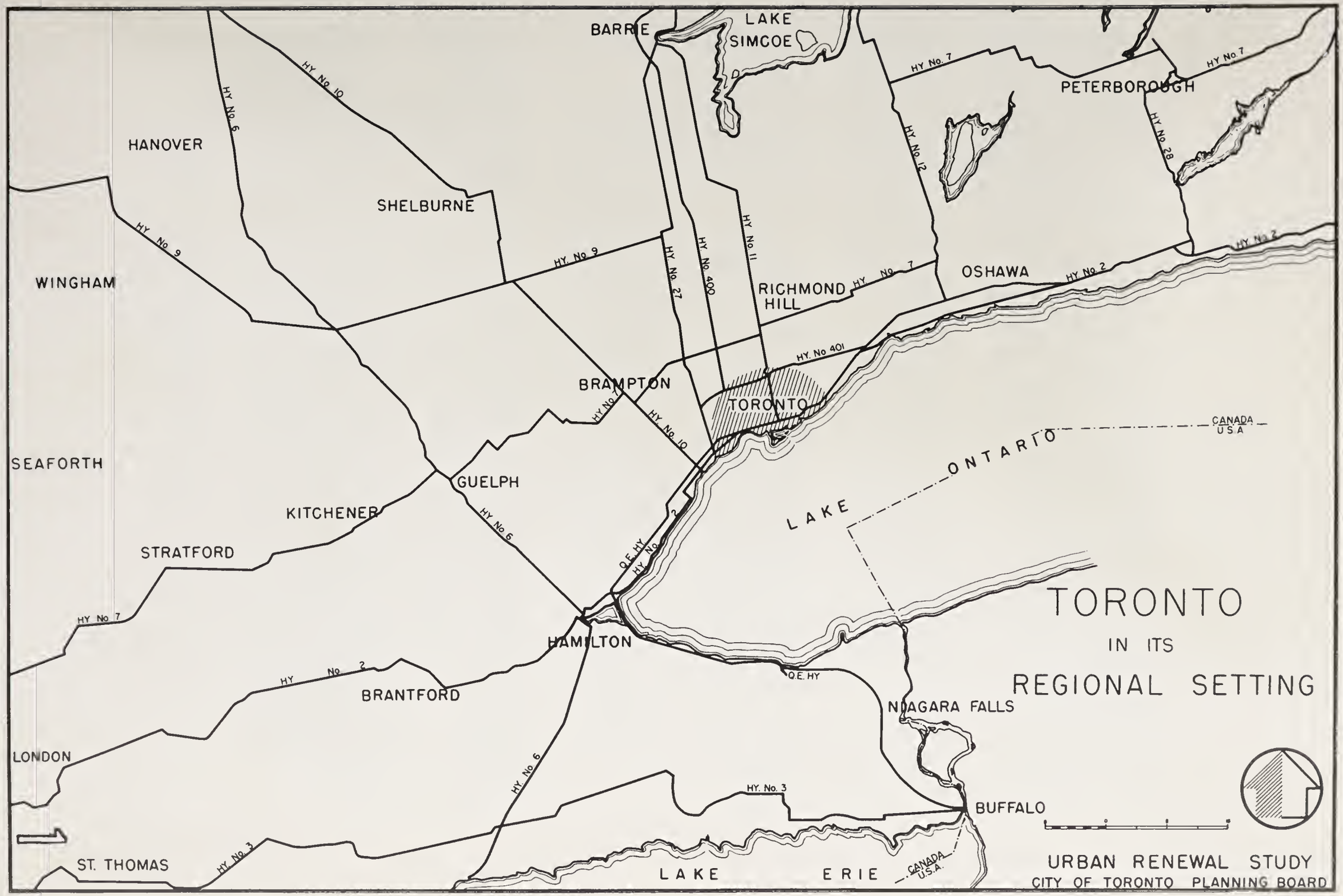
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OSHAWA
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TORONTO
GUELPH
KITCHENER
STRATFORD
HAMILTON
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LAKE ONTARIO
CANADA
U.S.A.
LAKE ERIE
CANADA
U.S.A.
TORONTO
IN ITS
REGIONAL SETTING
URBAN RENEWAL STUDY
CITY OF TORONTO PLANNING BOARD

PREFACE

On the 8th of June, 1955, the Governor-General in Council approved of an expenditure under Part V of the National Housing Act towards this Study and within a few days work was begun. Staff had been obtained and the Advisory Committee of representatives of Central Mortgage and Housing Corporation, the Province of Ontario and the City of Toronto Planning Board set up. The approved budget was $20,000.00 of which up to $15,000.00, or 75% of actual expenditure, was covered by the grant, the balance being provided by the Province and the Planning Board.

Prior to this the purpose and form of the Study had been discussed extensively. In approving of the Regent Park South housing project, the Federal and Provincial governments had indicated that they would prefer to consider participating in further projects only on the basis of careful studies made to establish a programme of action and to show that the action proposed was the correct one in each case.

In his letter of September 29th, 1954 to the City Clerk, Mr. A.E.K. Bunnell, Director, Housing Branch, Ontario Department of Planning and Development, on behalf of Central Mortgage and Housing Corporation and the Minister of Planning and Development, set forth the following phases as those meriting consideration by the City and the Federal and Provincial Partners:

"(a) The desirability of an official redevelopment programme for the City of Toronto over the next five years.
(b) The enforcement by the City of Toronto of By-law No. 14466 or other appropriate measures to arrest further deterioration.
(c) The possibility of rehabilitating buildings within the area to be cleared(1) which are sound enough to be retained."

It was agreed that a major purpose of this study would be to establish a programme that would embrace these matters. Because it was the first of its kind in Canada, it was also agreed that it should be done as a research study which could be of use to other municipalities and agencies. The form of this report has resulted largely from these two decisions.

In considering the establishment of a programme of municipal action it was clear that any "urban renewal" scheme could only be regarded as reasonable if it fitted in with accepted planning policies for the development of the city. Otherwise it might prove to be unsound, even contradictory to later developments. Moreover, the priorities to be given to various undertakings of this kind and their integration into a programme would only properly be determined after considering their position in the overall planning of the city.

(1) - referring to the Regent Park South Area.

For these reasons it was decided that any attempt to establish a programme must be preceded by a general outline of planning policies and objectives of a kind which might be adopted by the Planning Board and the City Council. They were outlined in sufficient detail to ensure that the action proposed in any area would be reasonable and timely. The proposed action itself would constitute urban renewal, as understood in this Study. To illustrate how urban renewal might consist of an integrated programme of street improvement, public works, redevelopment, building improvement or other action, it was decided that one or two specific examples should be worked out in some detail. An exact definition of the term "urban renewal" was not attempted; the sense adopted in this study is: the action necessary to carry out planning policies and proposals for the sound development of the city. It was considered more important to examine and illustrate the forms of action that might be necessary, and where and when they might be carried out in any area, than to define the term precisely.

The objectives of the Study, therefore, consisted of:

1. The outlining of general planning policies and proposals for the development of the city.
2. The preparation of an urban renewal programme.
3. The illustration of urban renewal measures through one or two examples.

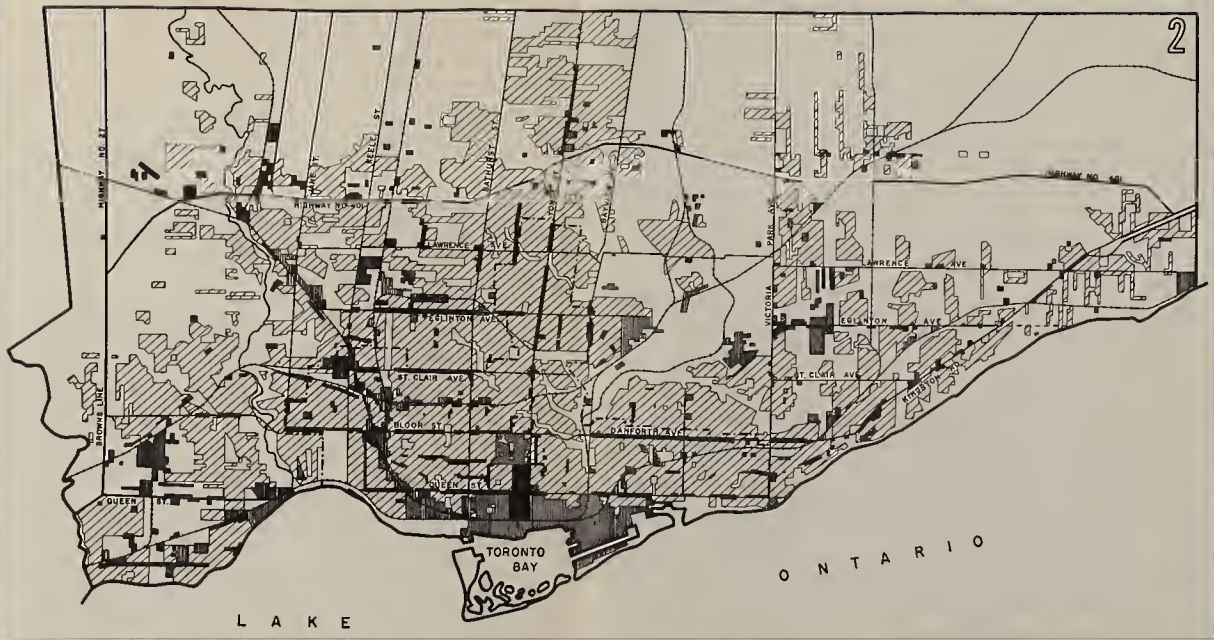
It was hoped that many of the issues involved in the establishment and execution of an urban renewal programme would be clarified in the course of the Study and recommendations made on legislative, financial and other measures.

In practice it proved impossible to produce a complete urban renewal programme within the limits of time, staff and budget of the Study. The outlining of planning policies was hindered by a lack of information and of decisions on important public projects, such as expressways and rapid transit, by the responsible authorities. Therefore, the proposals for city-wide development arrived at were very tentative. They served, however, as a basis for proceeding with further studies and proposals for a renewal programme.

At this stage it was decided to concentrate on selected residential areas of high priority, and to develop methods that could be applied later in other parts of the city. The examples chosen to illustrate urban renewal measures in detail were located within one of the selected areas.

Because of its incompleteness, this Study should be regarded as the first of a series. Further studies of other areas of the city will be necessary, especially of the commercial and industrial aspects which were only cursorily examined in this survey. Decisions yet to be made on many major projects will influence planning proposals and renewal measures in any area they affect.

The process of renewal is, of necessity, a continuous one. As long as the city continues to develop, there is a need for measures to guide that development. This Study is a beginning in this process. It is hoped that it will provide a reasonable framework of reference for the determination of policies by the Planning Board, the City Council and other authorities.



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URBAN RENEWAL STUDY
CITY OF TORONTO PLANNING BOARD

LEGEND
- RESIDENTIAL
- COMMERCIAL
- INDUSTRY
- OPEN SPACE
- INSTITUTIONS
- CITY BOUNDARY

GENERALIZED LAND USE
1955

SOURCE: CIVIL DEFENSE SURVEY

METROPOLITAN TORONTO

Section I: INTRODUCTION

A. Purpose of the Urban Renewal Study

A city undergoes continual change. Some parts alter rapidly to renew themselves periodically under the pressure of economic and social forces. Highways, subways and other works are undertaken. Other parts of the city gradually run down, and change is generally for the worse. They are the problem areas in which blight and slum conditions predominate. Without an active policy to contain and renew them, they spread in scale and extent to become a drain on the public purse and an ever-present social problem.

The present Study is a research project set up to examine the problems of renewal in the City of Toronto. Its objectives were:

to set out a programme for continuous and adequate renewal of the city's fabric,

to give illustrations of its application,

to develop methods of study which would be useful to other cities with problems of obsolescence, and

to recommend legislative, financial and other measures as necessary.

B. The Relation of Renewal to City Planning

The term renewal is a broad one. It implies positive action to reorganize, improve and rebuild obsolete and obsolescent areas within a framework of city planning policies.

City planning policies should determine the general objectives of civic development: redevelopment and the construction of new works are the primary means of reaching these objectives.

Extensive studies are required to determine where outright redevelopment may be required. The usual reasons are:

the undesirability of present conditions in the area;

the need to carry out some major work of great importance to the city as a whole and which seriously affects the area;

the potential re-use of the area, which may be so great in relation to present use as to justify redevelopment even though present conditions may not be bad;

the importance of a change in use to the well-being of the city; for example, it might be necessary to provide space for the expansion of an important commercial area or, in another case, some poor industrial buildings might be so badly located as to justify their removal to another site;

the expressed plans and proposals of developers, either public or private, which, within the city planning programme, would bring about general improvement.

Several of these considerations may apply to a particular area and, on analysis, priorities may be worked out. However, any renewal programme has to be flexible enough to accommodate the proposals of developers. In effect, a proposal by a developer to carry out some part of the programme creates an immediate priority for that part provided it is reasonable at the time.

City planning objectives should also include the prevention of deterioration in areas where redevelopment is not yet necessary. The provision of good neighbourhood facilities, the elimination of incompatible uses, the improvement of individual properties, and changes in the street system are some of the means by which such areas can be maintained and given longer life and greater usefulness.

A renewal programme should therefore include:-

1. Analysis of present conditions
2. Overall planning objectives
3. Type of action appropriate in each area
4. Priority of each area

These are the elements of a programme with which this Study is concerned.

C. The Situation and its Problems

Outright redevelopment by clearance and reconstruction requires large scale capital investment undertaken either by government authorities or by private finance. Large numbers of establishments and residents may have to be removed and relocated in satisfactory quarters. The high cost of land in the city and the need to pay fair prices may make it necessary to provide capital or operating subsidies of various kinds, in addition to the assembly of land through expropriation by the City.

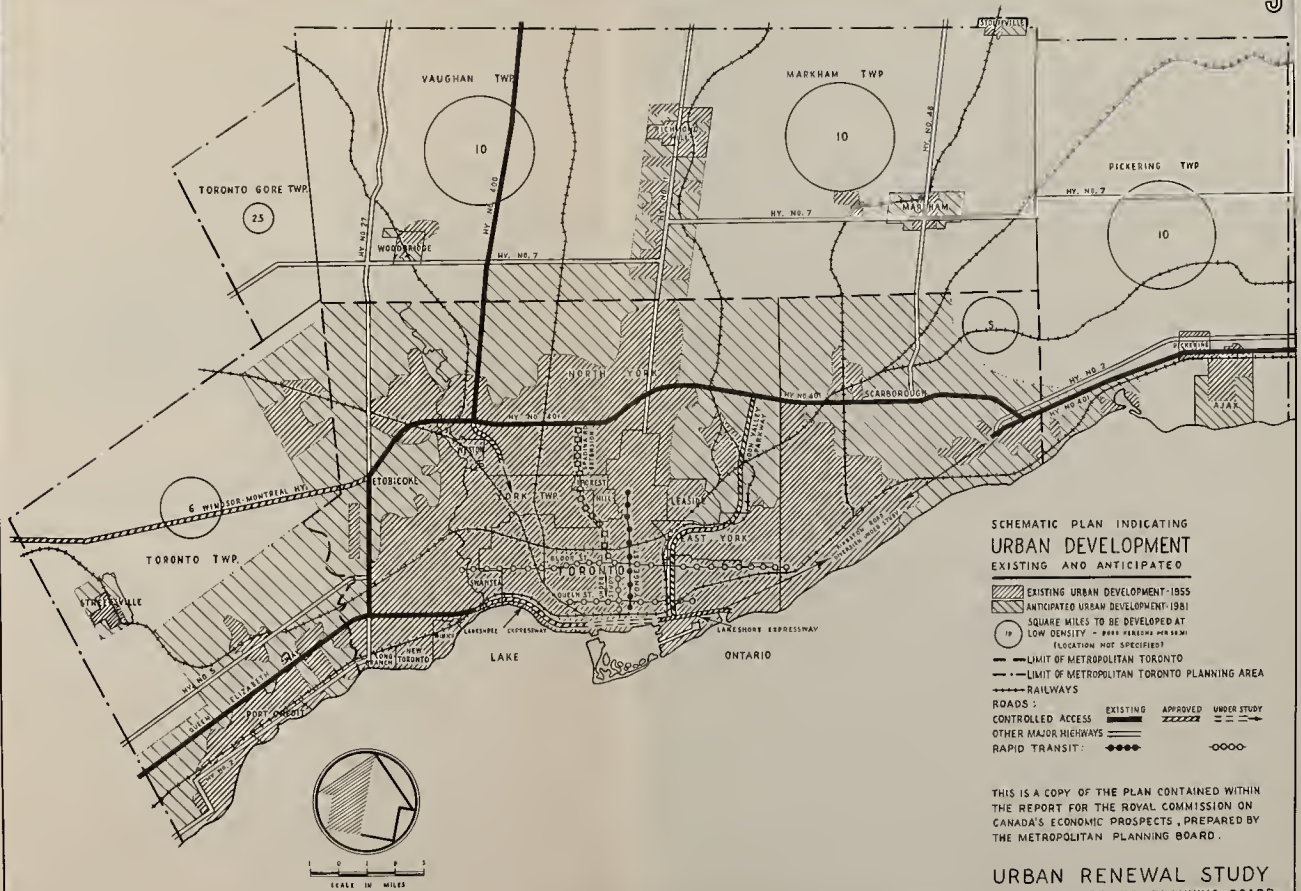
Federal aid is available for slum clearance and the provision of medium and low-rental housing (soon to be extended to cover commercial and industrial redevelopment); provincial enabling legislation can be used to issue municipal debentures to carry out redevelopment plans and undertake housing projects. In addition there are the normal powers by which major public works are undertaken. All these may be used for:

1. Public action alone, where such is required;
2. Public and private action together (city initiative and private execution), or
3. Action by private enterprise.

In all cases a policy for the relocation of displaced families is of great importance if a redevelopment programme is to proceed without undue friction and hardship.

To prevent the further spread of blight demands measures of another kind: the enforcement of housing codes and the improvement of neighbourhood amenities and appearance. It may be desirable in many locations to rebuild or rehabilitate small pockets where poor structures prevail and, perhaps, to reorganize the street pattern. These are local operations for which there has been little precedent in Canada.

In Section V of this report the legislative, financial and administrative requirements of an urban renewal programme are more fully discussed.



SCHEMATIC PLAN INDICATING

URBAN DEVELOPMENT

EXISTING AND ANTICIPATED

- EXISTING URBAN DEVELOPMENT-1955
- ANTICIPATED URBAN DEVELOPMENT-1981
- (10) SQUARE MILES TO BE DEVELOPED AT LOW DENSITY - 8000 PERSONS PER SQ.MI. (LOCATION NOT SPECIFIED)
- LIMIT OF METROPOLITAN TORONTO
- LIMIT OF METROPOLITAN TORONTO PLANNING AREA
- RAILWAYS

ROADS :

	EXISTING	APPROVED	UNDER STUDY
CONTROLLED ACCESS			
OTHER MAJOR HIGHWAYS			
RAPID TRANSIT :			

THIS IS A COPY OF THE PLAN CONTAINED WITHIN THE REPORT FOR THE ROYAL COMMISSION ON CANADA'S ECONOMIC PROSPECTS, PREPARED BY THE METROPOLITAN PLANNING BOARD.

URBAN RENEWAL STUDY

CITY OF TORONTO PLANNING BOARD

MARCH, 1956

Section II: STUDIES OF THE CITY AS A WHOLE

A. Purpose

An essential prerequisite of an urban renewal programme is a general plan or set of proposals for the development of the city. The objective of the first phase of the Study was, therefore, to produce such planning proposals by appraising the city's potentialities, limitations and requirements for sound growth and change, the city proper being regarded as the increasingly important heart of a great metropolitan region. The studies carried out were also intended to provide the basis for identifying areas which should have a high priority in a renewal programme and therefore should be studied in greater detail.

B. Principles

Only by a broad study of the chief functions of the city, their present and future relationships, and their importance to the whole region, can planning policies be determined and the extent of the renewal programme be measured.

The most fruitful approach was considered to be one in which the physical base and the physical development of the urban area would be analyzed and the city studied under five main functions as:

1. a place to live
2. an industrial concentration
3. a commercial centre
4. a centre of transportation services
5. a municipality

In view of the rapid rate of growth of Toronto and the great developments in technology and organization which are expected, it was decided, in making these studies, to pay special attention to trends and likely changes. Because of the limited time and staff available, effort was concentrated on available information and informed opinion rather than making new and detailed studies of an inventory type. Decisions and proposals made by various agencies for the development of the city were examined to see which ones might reasonably be accepted for inclusion in planning proposals.

In addition to these studies of the various general functions of the city as a whole, an appraisal of each part of the city, its function and its potentialities was expected to be made. A complete analysis of trends and characteristics of residential, commercial and industrial areas, public open spaces, institutions, utilities and transportation facilities is essential to the preparation of a sound development programme. The time and data available, however, did not permit more than a cursory study of this kind to be made.

C. Methods

In making the analysis the method followed was to assign a specific field to each member of the Renewal Study team. An outline of the information required was drawn up, and the sources identified. These sources were listed and apportioned for interviews or collection of data to each member of the team, thus avoiding duplication. (1) Reports were prepared and discussed at intervals by the whole group. Mapping of significant data went forward simultaneously. When what was thought to be sufficient data had been procured, each member drew up a complete report of findings within his field.

It was necessary, in the study of commercial and industrial areas, to make a general field survey. An up-to-date and detailed map of the downtown commercial and institutional areas was available from the City Planning Board. A field survey of the structural quality of buildings was also carried out, as described in this Section under D. Materials Used in Studies.

Extensive analysis of census material on housing and population had been made prior to the Study, and had been set down in map form.

In addition to specific information obtained from the staff of the Metropolitan Toronto Planning Board, many useful consultations were held concerning the field of study being covered by the Urban Renewal group.

After approximately four months spent in the collection and analysis of available data, it was possible to draw conclusions under the five functional headings, to appraise and to correlate all findings. For this purpose the team members presented reports under the following heads:

1. Potentialities;
2. Requirements;
3. Limitations; and
4. Conclusions.

(1) - The source material gathered is listed in Appendix I.

From this a tentative statement was drawn up of main physical planning considerations, included under E. Conclusions: Policies in Planning in this Section, setting forth likely developments and likely needs in each field. At this stage, certain suggested measures - legal, financial and administrative - which might be called "renewal measures" were listed. It was proposed that these should be used in accordance with a general development plan for land use, density, traffic and transportation, embracing also a revised zoning by-law. In this report they have been incorporated in Section V. Legislation, Finance and Administration.

Upon this basis and the study of relevant maps, plans of the city entitled "Planning Proposals" (Maps 5a and 5b) were developed. These were worked out by studies of the following factors:

1. Physical barriers
2. Buildable areas and trends of development
3. Transportation facilities
4. Industrial areas, their transportation needs and effect on residential areas
5. Housing areas, densities, public transportation needs and position related to industrial areas
6. Major and minor commercial areas related to transportation and housing areas.

The purpose was to show the general form and organization of the city, the relationships of various centres within the city, and the pattern of residential, commercial and industrial areas.

The proposals will be more fully discussed in this Section under F. Functional Plan Proposals.

D. Materials Used in Studies

A complete list of the study data and maps is given in Appendix I. In addition to gathering much of the factual evidence normally obtained in the course of city planning studies, the Renewal Study group undertook to learn the views of authorities in real estate and investment concerning trends, obstacles, and opportunities in rebuilding and redevelopment.

The Study was severely hampered in analyzing city-wide conditions by the lack of a complete map on a useful scale of existing land uses in the city. The field surveys of industrial and commercial areas were attempts to make up this deficiency. The very general maps made for the Civil Defence organization became available only at a late stage.

An essential map, of the quality of structures, was made by a field survey covering most of the city. The purpose of this rapid survey of the exterior of buildings was to provide a reliable guide to further studies of specific areas, the information provided for census tracts having proved too general.

The need for speed and accuracy demanded the use of simple criteria, rather than an elaborate schedule. Check lists such as those formulated by the American Public Health Association (1) were studied merely as a guide. Neither was an attempt made to assess "neighbourhood quality" or the general condition of an area, space between buildings and the presence or absence of community facilities, trees or other attributes of a pleasant environment. It was decided that this neighbourhood quality could be better identified in the later study of selected areas. The criteria for structural quality were applied to street frontages, block by block, with an appraisal of the rear of buildings in the few instances where lanes made this possible.

In the field notes for the map, the surveyor indicated the predominant use and quality of both sides of the street in a block, then made revisions for the occurrence of two or more buildings in another category, or individual structures of another use.

The map's primary use was as a guide in the next step: selecting a limited number of districts for closer study. When field surveys of neighbourhood or environmental quality were made in these districts (or "Planning Areas"), the map was again put to use.

(1) .. Committee on the Hygiene of Housing, American Public Health Association, An Appraisal Method for Measuring the Quality of Housing, New York, 1945, 1946.

At this later stage, it was frequently found that structures originally designated as "fair" (judged in relation to "good" and "poor" structures), when appraised (a) as to environmental quality and architectural value and (b) more closely as to their state of repair, were as ripe for replacement within the next five to thirty years as the structures which were initially designated as "poor".

In the original field survey the following criteria were used to indicate the structural quality buildings and their use: residential, commercial or industrial or mixed. Photographs are reproduced to illustrate the classifications of structural quality.

Criteria to Indicate Structural Quality

1. Poor

When all or most of the following conditions were present in each structure in a group, the area was designated "poor".A few "fair" buildings might be included. A lack of off-street parking space or garage was not taken into account, but might well be added as a factor of obsolescence in other such studies.

Poor Structures	and	Poor Maintenance
a. sagging roof		a. shingles missing in roof
b. sloping walls		b. sagging eave-trough
c. poor foundation		c. unpainted
d. basement-less (not always true for newer houses but valid for older homes)		d. broken windows
e. leaning chimney & loose bricks		e. loose bricks
f. exterior materials: all or partially wood, stucco, tin or insul-brick) denoting frame or partially frame structure		f. sagging porches, poor footings.

2. Fair

Poor structure and good exterior maintenance, or fair to good structure and poor exterior maintenance are the characteristics here. Some "poor" buildings scattered through the block might be included.

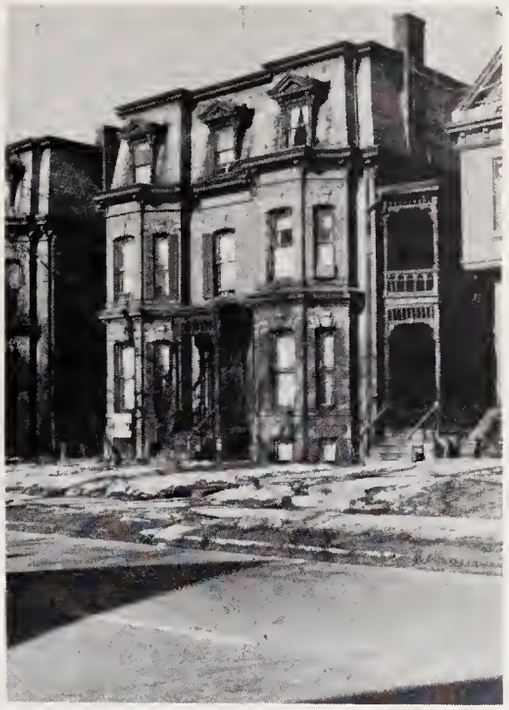
3. Fair to Good (used only in the case of housing)

A mixture of fair and good characteristics, including some "good" buildings but no "poor" structures.

4. Good

Good structure and good maintenance, made up wholly of solid and plumb structures.

GOOD



FAIR TO GOOD
(BRICK STRUCTURE)

FAIR
(FRAME STRUCTURE WITH BRICK VENEER FRONT AND ASPHALT SIDING)

POOR

STRUCTURAL QUALITY OF RESIDENTIAL BUILDINGS

GOOD

POOR

FAIR

STRUCTURAL QUALITY OF COMMERCIAL BUILDINGS

GOOD

FAIR

POOR

STRUCTURAL QUALITY OF INDUSTRIAL BUILDINGS

STRUCTURAL QUALITY OF BUILDINGS

(GENERALIZED MAP)

LEGEND:

- GOOD & FAIR TO GOOD
- FAIR
- POOR
- NOT COVERED BY SURVEY

CITY OF TORONTO

URBAN RENEWAL STUDY

CITY OF TORONTO PLANNING BOARD 1956

A comprehensive study of the commercial and industrial phases of the city's development was not possible. In the case of industrial potentialities, there was a lack of the following basic information:

1. The present distribution of all industrial plants, large and small.

2. The structural condition of all industrial buildings.

3. Characteristics of these industries with their requirements as to raw and production materials and services.

4. The relation that each major group of industries bears to transportation services, to other industries, to the city centre or to its markets.

5. Employment characteristics of each type of industry.

6. The intentions of industrialists as regards present and future location, as well as their expansion requirements.

7. The city's industrial land potential.

Data of a similar nature was also required for a thorough appraisal of potential commercial development.

E. Conclusions: Policies in Planning

The individual reports on potentialities, requirements and limitations of each function of the city, together with the resulting conclusions, were correlated so that the main physical planning requirements could be identified. In addition certain findings as to economic prospects and future size and characteristics of the city population were fundamental in the formulation of planning policies. They are summarized below.

1. Economic conditions

The economy of the city and region has been diversified and thus stable. A wide variety of skilled and unskilled jobs have attracted newcomers; the market for consumer goods and the labour pool have therefore increased. Toronto's wages and salaries are not among the very highest, but this is outweighed from the workers' point of view by the variety of job opportunities.

The Toronto area now has 8% of the population(1) of Canada and 15.7% of the income(2) of the country. Within the city boundaries, at present, are found 446,000 jobs, or about 80% of all jobs in the Metropolitan Area(3).

Toronto, together with Montreal, dominates the business and financial field in Canada, chiefly because of its historical development as a provincial capital, combined with the concentration of national and international transportation routes located in the Toronto region. Easy contact between industries and credit facilities are not available to the same extent in other metropolitan cities in Canada.

Its stable economy and its substantial purchasing power are the features which ensure Toronto's continued prosperity and importance in the national economy.

2. Population

Toronto's population size has been relatively constant at roughly 675,000 while the remainder of the Metropolitan Area experienced the startling population increase of 82% between 1941 and 1951. The densely populated city now makes up an estimated 54% of the total Metropolitan population, a proportion which will decrease as the outer areas undergo further growth.

(1) - Dominion Bureau of Statistics, 1951 Census, Ottawa.
(2) - Department of National Revenue, Taxation Statistics, 1953, Ottawa.
(3) - Based on figures provided by the Metropolitan Toronto Planning Board, 1955.

However, the city proper acts as a reception centre for immigrants from other countries and other parts of Canada. A constant interchange between city and suburbs goes on as young families and some newcomers move out and older people and single workers move in. Older residents of the area find the city more convenient; unskilled or casual workers and their families need to be close to work opportunities; and single people enjoy the proximity to entertainment and cultural facilities. Including a substantial number of families, large and small, who have a positive preference for living in the city rather than the suburbs, Toronto's population is therefore a mixed one.

Some of the differences between the city and the suburbs and the trends to be borne in mind in establishing planning policies are indicated by the following figures(1).

	Toronto			Metropolitan Area
	1931	1941	1951	1951
Percentage of total population				
a) in labour force	44.4	37.5	50.1	42.6
b) 65 years and older	5.4	9.3	10.5	6.1
Percentage of families with no children living with them	N.O.(2)	38.4	44.7	35.2

Industrial and commercial prosperity, together with a wide variety of employment opportunities (important factors in attracting new population) are expected to continue. By 1980, the city's share of the population in the present Metropolitan Area of perhaps 3,000,000 may amount to roughly 700,000.

The lack of undeveloped land alone will require an increase in population density in the city proper if this 5% increase is to be accommodated, especially as some land which is at present residential will become commercial or industrial. At the same time a very large increase in the number of residential units, of the order of 50%, will be necessary if good living conditions are to be achieved, as the present population is accommodated only at the cost of severe overcrowding in many areas.

(1) - Dominion Bureau of Statistics, 1931, 1941 and 1951 Censuses, Ottawa.
(2) - Not obtainable.

The conclusions of the city-wide survey by functions (the city as a place to live, as an industrial concentration, as a commercial centre, a transportation centre and as a municipality) preceded the preparation of a tentative set of planning proposals are given in brief form below. The full reports made in the Study are separately filed at the City Planning Board. A more comprehensive discussion of the city's requirements will be found in A Submission to the Royal Commission on Canada's Economic Prospects presented by His Worship Mayor Nathan Phillips, Q.C., January 1956, prepared by the staff of the City Planning Board and partly based on the information gathered in the Urban Renewal Study.

The following objectives were identified as those for which a planning policy should be framed as a guide to City authorities. Opposite each listed objective are condensed explanatory statements.

The City as a Place to Live

Objectives	Comments
1. High density housing, limited to specified suitable areas.	1. As the central core of an expanding urban region, the city will continue to have a high density in relation to the suburbs. The changing land use pattern and the need for new dwellings to suit the population will require rebuilding at greater densities in many areas.
2. Sound accommodation for large families, low income families, and single and elderly people, suited to the needs of each group in price, type and location.	2. Those who find the city an advantageous place to live include all types of families, with relatively high proportions of single and elderly people. A wide variety of housing types is therefore required. Much obsolete housing should be replaced by good accommodation within the ability to pay of the increasing number of low income families.

The City as a Place to Live (cont'd)

Objectives	Comments
3. Accommodation for those families displaced in the course of reconstruction or rehabilitation of dwellings, and possibly in the building of other public projects.	3. Hardship must be avoided for the many families who will be affected by the rebuilding and reorganization that is to take place under public auspices.
4. Control of overcrowding and the enforcement of standards intended to raise the quality of housing.	4. Regulative and preventive measures, coupled with the provision of new dwellings to accommodate people now in overcrowding quarters, are required to give good housing a longer life expectancy.
5. Open spaces for recreation within housing, shopping and work areas and at the waterfront.	5. Small and large parks are poorly distributed and are inadequate in number.
6. Weekend recreation areas easily accessible by road, public transport and rail.	6. Leisure time will increase with the shorter work-week and the number of cars will rise.
7. Facilities for creative recreational activities, including educational and cultural facilities.	7. There will be a greater demand for leisure-time occupations.
8. Additional buildings and sites for nursery schools, public and separate schools, secondary schools and higher education; replacement and renovation of outworn elementary schools, bearing in mind the requirements of the three-level school system.	8. This need is caused by shifts and changes in school population and the obsolescence or over-crowding of educational facilities. Nursery schools may become a normal part of the educational system. Immigration from Europe is likely to increase the proportion of separate school supporters.

The City as a Place to Live (cont'd)

Objectives	Comments
9. Services and accommodation for senile and chronically ill patients, and welfare centres.	9. Alternative accommodation (to general and teaching hospitals) is needed for many cases. More pressure on the large hospitals will be caused by extended hospitalization insurance. Welfare centres are required for efficient service to the elderly, the poor, the casually employed and the unemployed, all of whom make up an increasing proportion of the population.
10. Off-street parking facilities, in residential areas, particularly in heavily built-up areas.	10. The number of cars will increase more rapidly than the population. The need for adequate parking facilities must be met to maintain the usefulness of residential areas.
11. The diversion of heavy traffic from residential areas.	11. The tranquillity, safety and stability of central residential areas will be seriously endangered if all existing streets are regarded as potential heavy traffic routes.
12. Public transit services linked to railway commuter service, with parking areas at strategic locations.	12. Major advantages of city living are proximity and accessibility to work, entertainment, cultural facilities and social life. These can be maintained only if public transportation operates frequently and at high capacity on rights of way uncongested by other forms of traffic.
13. The separation of pedestrian and vehicular traffic in shopping areas, so as to obtain general convenience.	13. Adequate parking and loading facilities and space for shoppers to move about in safety are features which can make retail areas more efficient and attractive.

The City as a Place to Live (cont'd)

Objectives	Comments
14. Good municipal housekeeping services, including garbage collection, street cleaning, maintenance of parks and open spaces and control of water and air pollution.	14. Sufficient control over water and air pollution has yet to be achieved, and good city maintenance is a continuing necessity.
15. Building and development on sound architectural lines.	15. The coming period of extensive rebuilding provides unprecedented opportunities for creating areas of urbane quality and fine design.
16. Sites and facilities for industrial development that requires to be in the heart of the metropolitan region yet does not have adverse effects on residential areas.	16. Certain industries should be within easy walking distance of their workers, but nuisance factors must be closely controlled.

The City as an Industrial Concentration

Objectives	Comments
1. Areas attractive to industry, particularly in the pockets which are obsolete for industrial or housing use. In addition, to provide incubator buildings for small industries.	1. There is evidence of a substantial demand for industrial sites by concerns which find a central location advantageous. The extent of the space required is to be studied by the City Planning Board. Preliminary studies indicate that the city has positive factors of attraction for (a) water-tied industries, (b) industries whose products have a high bulk-value ratio, and carry out frequent deliveries to all parts of the central area, (c) service industries and distributors supplying the downtown commercial concentration, (d) small new industries which rely on custom trade in the city centre to get started. A high proportion of the existing industrial structures occupy almost 100% of their sites, are poorly adapted to the needs of modern techniques or are outworn structurally. The average space requirement in recent years has been 20,000 square feet of loft space on one floor, not necessarily on the ground level, with adequate elevators and efficient loading and unloading facilities. Further studies will reveal more precisely the kind of accommodation required by small industries, newly formed or well-established.

The City as an Industrial Concentration (cont'd)

Objectives	Comments
2. An adequate housing stock, with educational and recreational facilities and other municipal and commercial services, providing optimum living conditions for the labour force.	2. One of the advantageous features of a city location is accessibility to a large concentration of labour at varying rates of pay. The satisfactions for the wage-earner and his family should therefore be augmented.
3. An efficient system of trucking routes.	3. The industrial transportation facilities which are most in need of improvement are the roads for short and long-distance hauls by truck. This aspect is being closely studied by Metropolitan planning authorities.
4. All necessary air, harbour and rail services for use by industry.	4. Warehousing and transfer points between water, rail, road and air transportation services should be brought to a high level of efficiency.
5. Public transportation services suited to the needs of industrial employees.	5. The scarcity and high cost of land does not permit the provision of extensive parking space by city industries. For this and other reasons, good public transportation is a vital requirement.

The City as a Commercial Centre

Objectives	Comments
1. Adequate public transportation services to the major commercial areas.	1. Toronto's commercial areas serve an ever-increasing market and contain business offices of growing importance to the nation. To prevent strangulation of the business areas by motor traffic it is essential to have sufficient mass transportation service.
2. Ample short-term, off-street parking facilities in major commercial areas, eliminating curb parking.	2. The efficiency and pleasantness of commercial areas is improved if adequate off-street parking can be provided. An example of improved parking facilities may be found at Yonge Street and St. Clair Avenue.
3. Small open spaces in office and shopping districts for the enjoyment of customers and workers.	3. Downtown and other business centres need to be made more attractive and restful.
4. The development of office and shopping districts in depth and so to create business "precincts" free of traffic hazards.	4. The provision of adequate parking, loading and unloading facilities required extensive space. Ribbon commercial development interferes with major street traffic and does not allow enough room for safe pedestrian or vehicular circulation. It is also desirable to have the stores in a shopping area as compactly arranged as possible.
5. Reorganization of the downtown traffic system according to a road pattern designed to facilitate the movement of commercial vehicles in particular.	5. One-way streets and routes restricted to use by public transportation and taxis have been suggested. The development of arcades between busy focal points at ground or second floor levels is another means of separating pedestrians from essential commercial traffic.
6. Adequate off-street loading facilities.	6. As new commercial development occurs, a greater amount of off-street space for loading may be obtained through zoning regulations.

The City as a Transportation Centre

Objectives	Comments
1. Expanded airport facilities, conveniently connected with the central city.	1. Increasing use of aircraft and changes in aircraft types and services - the use of jet engines, helicopters, etc. - will require additional landing space and terminal facilities.
2. Appropriate land use development and traffic services in the harbour area.	2. In the city, only the harbour area contains a large amount of unoccupied industrial land; it also can be expanded by filling. A changeover in land use is to be expected, particularly from coal storage. The building of the St. Lawrence Seaway may bring additional industries and warehousing to this area.
3. Industrial development in areas which are well served by road and rail facilities.	3. Fullest advantage should be taken of the railway service available within the city, where other factors - site, road connections, etc. - are also present.
4. A commuter train service which would provide an efficient alternative to the use of cars by people in remote suburbs who work in the city, and for weekend travel to regional recreational areas.	4. The increasing intensity of rush-hour traffic to and from the suburbs and the great difficulty of providing sufficient roadway or storage space for cars could be alleviated by a system of rapid transit and commuter trains, using the existing railway rights-of-way.
5. An adequate system of long-distance bus routes, terminals and transfer points.	5. Long distance bus travel between cities can be improved by the provision of expressways linked to provincial highways; a series of substations at the outskirts, connecting with the public transportation system, is suggested.

The City as a Transportation Centre (cont'd)

6. Integrated public transit, road, railway and air travel facilities.	6. A comprehensive system covering all forms of transportation services is required to serve an ever-widening urban area in which population growth is combined with increasing commercial activity and a rapid increase in the need for transportation facilities.
7. The classification of roads according to the functions they perform.	7. The conversion of the existing layout of streets into an efficient system in which every type of traffic can circulate freely demands that all roads be classified according to their proper functions. Improvements can then be scheduled logically, achieving substantial savings as well as traffic efficiency. A possible classification is: (a) residential access streets, (b) circulation routes within residential areas, (c) major through streets, by-passing residential areas, some carrying buses or street-cars and light trucks, others designed for heavy trucking, (d) expressways for both trucks and cars, with limited access, and (e) "parkways", where trucks are prohibited.
8. A public transportation system of rapid transit lines and secondary surface routes to move more people through the congested central areas, particularly at rush periods.	8. The congestion caused by rush-hour traffic, the costs of building expressways, the inadequacy of parking space in city's industrial and commercial areas, are the chief reasons why rapid transit service is urgently needed to carry workers and shoppers to and from the downtown area.

The City as a Transportation Centre (cont'd)

Objectives	Comments
9. A system of expressways providing efficient circulation of commercial and industrial traffic, including automobiles used for business purposes or other essential travel, without disrupting residential areas. The system should serve low density suburban areas and provide adequate arteries for recreational and weekend traffic.	9. Expressways to carry the rapid increase in the number of vehicles are required. However, the advantages of expressways should always be weighed against the need to move hundreds of thousands of people to and from the downtown centre and industrial areas who can best be carried by rapid transit.
10. Parking areas for commuter automobiles at strategic points beyond the central area, linked by rapid transit to employment centres.	10. A system by which users of expressways can park and transfer to rapid transit lines would both relieve the central area of unwanted traffic and provide the fastest trip possible through the intervening area.
11. Improved secondary traffic arteries, particularly to serve the needs of industrial and commercial traffic within the central area.	11. The circulation of essential traffic in and around the city can be served only by a system of efficient routes that connect with the expressway system and all major industrial areas.
12. Control of new development so that parking, loading and unloading will not interfere with moving traffic, and adequate parking facilities in all areas.	12. Requirements of off-street loading and parking can be provided in redevelopment projects, but the urgent need of increased parking facilities throughout the city demands stringent zoning regulations for new buildings and some means of obtaining more space in densely built areas.
13. Truck terminals at outer junction points on the expressway system.	13. Bulky long-distance trucks should be discouraged from entering the central city and the secondary and local street system. Breaking down the loads at outer terminals is proposed so that delivery to destinations within the city can be made by the smallest vehicles possible.

The City as a Municipality

Objectives	Comments
Administrative:	
1. Integration of Metropolitan and City development and provision of facilities.	1. The intent of the Metropolitan form of government is to provide over-all essential services, financed out of revenue from an equalized assessment. In the period of transition, an integration of development policies is indispensable to both the local and metropolitan governments.
2. Co-ordinated development control and municipal housekeeping by the City.	2. At the City level, all development matters might well be the responsibility of a Development Department, guiding the activities of operating divisions (e.g. property, works, parks, traffic, street-cleaning etc.)
3. A comprehensive local traffic system, including railway services.	3. Federal and provincial agencies play a large part in the local transportation system of harbour facilities, railways and roads, requiring co-ordinated planning.
4. Effective enforcement of the housing code; relocation services.	4. A renewal programme implies greater activity in clearing and rehabilitating houses. A large inspection force is needed to enforce the housing code. A housing office to help in rehousing the people displaced by demolition or renovation of dwellings is also required.
Financial:	
5. Revitalization of commercial and industrial areas as well as residential districts.	5. The assessment base of the City has a desirable ratio of industrial and commercial assessment to residential assessment (3:2) compared to, say, York Township (3:7). So long as the present system of assessment continues, this favourable ratio should be maintained.

The City as a Municipality (cont'd)

Objectives	Comments
6. Provision of the public works required for urban renewal according to a sound plan for capital expenditure.	6. A capital improvement programme is essential to good physical and financial planning. It should be prepared and revised annually, covering the next five or six years.
7. Participation in renewal by private as well as public agencies.	7. The need for urban renewal is so great that private agencies must be actively encouraged to join in a renewal programme by the provision of sound financial incentives to acquire, redevelop or improve deteriorated areas. Longer mortgage terms and lower interest rates were two of the requirements specified by representatives of "risk capital". As regards planning, these interests desire zoning within an overall plan on a regional scale. Conservative investors, such as trust companies which lend money on housing, avoid "fluid" areas, and prefer short-term mortgages and relatively high interest rates. Insurance companies and pension funds, with an increasing stock of capital available for investment, might well be the sponsors of moderate-rental housing projects.
8. A broadly based housing programme financially attractive to private as well as public agencies.	8. To enable private agencies such as limited dividend companies to accommodate low-income families, rent subsidies similar to those provided public authorities are required, possibly through a centralized rent reduction fund. This would help to prevent the creation of purely low-income neighbourhoods.

The City as a Municipality (cont'd)

Objectives	Comments
Legislative:	
9. Continuous and effective renewal activity, based on legislation that both expedites action and safeguards the public interest.	9. To encourage local initiation of redevelopment and improvement projects through provincial and federal financial aid, the appropriate statutory powers should be provided.
10. The use of all normal municipal powers towards renewal.	10. The city must do its proper share in its own sphere of responsibilities: land use control, the provision of local amenities, sound housing standards, and the facilities required by industry and business.

F. Planning Proposals

The policies discussed under E. Conclusions: Policies in Planning cover a wide range of topics and could only be carried out as parts of a fully developed Official Plan and urban renewal programme. The planning proposals presented here in map form include only those items for which it was important to determine policy before going on to study selected areas in the city: residential areas with suggested densities, industrial areas, major and minor commercial centres and central institutional areas. (Map 5a). A system of expressways and rapid transit routes was also proposed (Map 5b). These proposals were discussed informally with members of the staff of the Metropolitan Toronto Planning Board.

The translation of certain planning policies for the city as a whole into a map of planning proposals is described under the following heads:

1. General planning procedures
2. Industrial areas
3. Major routes
4. Housing
5. Commercial areas
6. Rapid transit
7. Institutional areas
8. Open spaces

In general the proposals envisage a possible development period of 25-30 years, although some parts might be realized much sooner than others.

1. General planning procedures

The broad conclusions concerning planning policy were further examined during studies of the following factors in development:

a. Physical barriers: ravines, escarpments, hills, railway lines, waterways, etc.

b. Areas suitable for building and directions of development in the urban region over the last century and expected trends of growth.

c. Transportation facilities: water, rail and road, existing and proposed, and their integration into a satisfactory system.

d. Industrial areas and their pattern; potential major traffic routes.

e. The density of housing areas:

(i) existing net densities
(ii) the replacement of housing by other uses and the resulting need for additional accommodation elsewhere.
(iii) the relation of housing areas to large industrial centres with obnoxious effects
(iv) possible net densities.

f. Rapid transit needs: the possibility of combining a rapid transit system with commuter train service, expressways and parking lots.

g. The appropriate location and density of housing: residential areas were classified by density, having regard to proximity to the public transit system proposed and the influence of industrial district and location in the city.

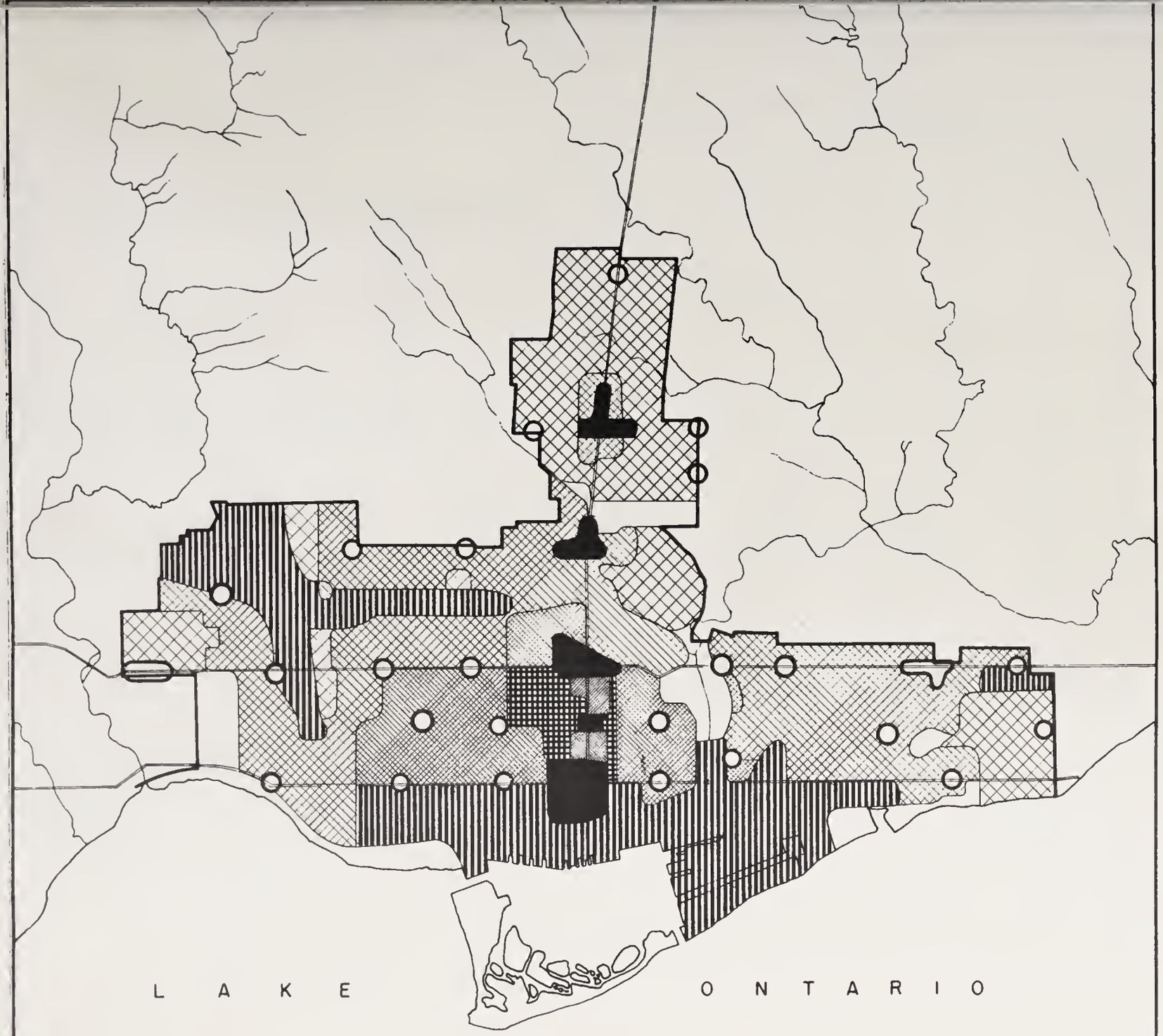
h. Major and minor commercial areas ("major": downtown and secondary office and shopping areas on Yonge Street; "minor": other substantial concentrations of shops, but serving a district rather than a city-wide market).

Insufficient data concerning industry, commerce and transportation permitted only tentative proposals, indicating the type of overall plan necessary to sound decisions in zoning, municipal improvement, the enforcement of housing codes and publicly assisted rebuilding projects.

5a

PLANNING PROPOSALS

PREDOMINANT LAND USES



LEGEND :

- RESIDENTIAL 60
- " 100
- " 150
- " 200

PERSONS PER NET LOT ACRE

- INSTITUTIONAL AREAS
- MINOR COMMERCIAL CENTRES
- MAJOR COMMERCIAL CENTRES
- INDUSTRIAL AREAS
- MAJOR OPEN SPACES

CITY OF TORONTO

1 0 1 2 MILES

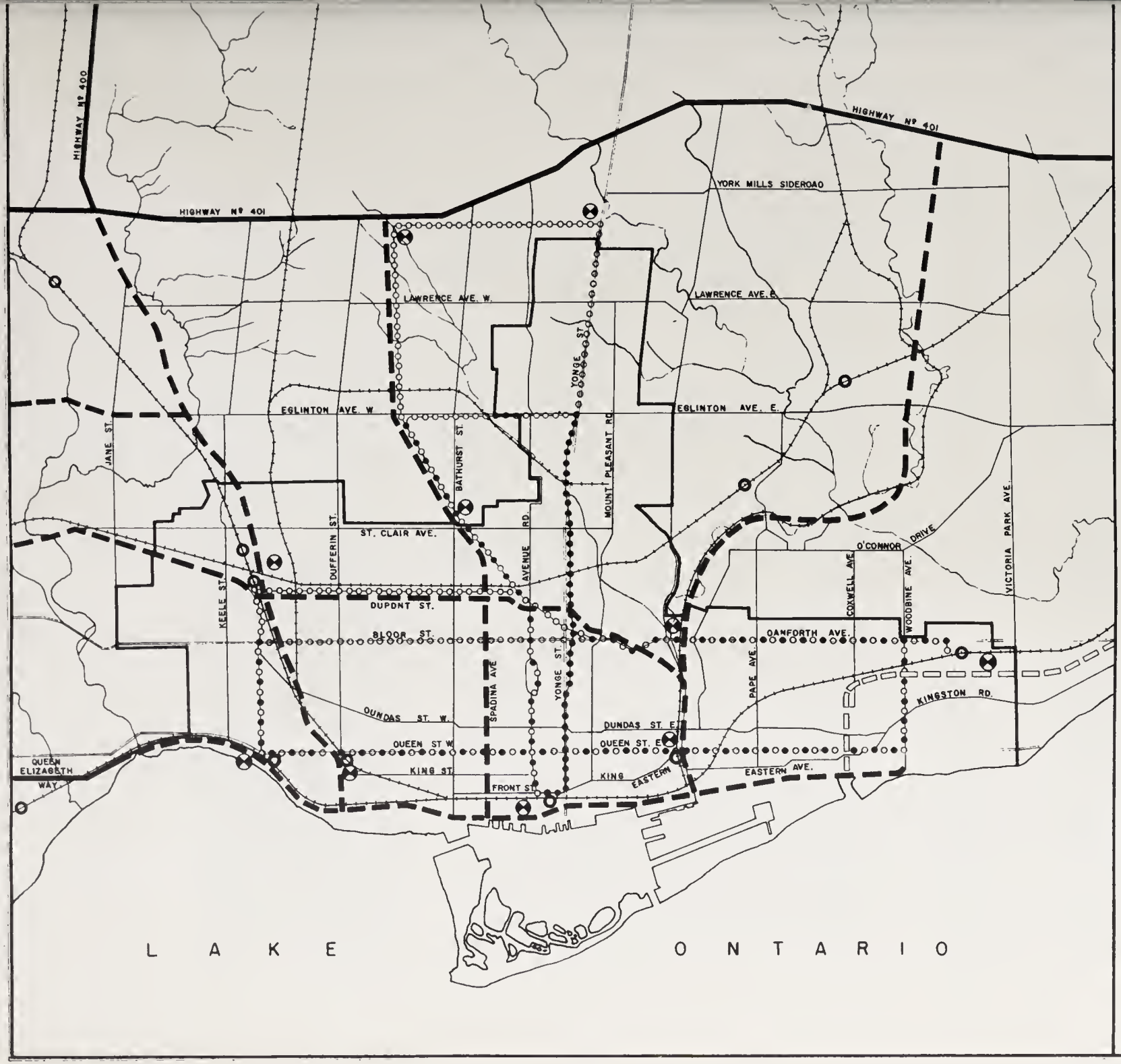
5000' 0 5000' 10000'

URBAN RENEWAL STUDY

CITY OF TORONTO PLANNING BOARD 1956

PLANNING PROPOSALS

TRANSPORTATION



LEGEND :

- EXPRESSWAYS EXISTING
- " PROPOSED
- " ALTERNATIVE PROP.
- MAJOR ROADS
- RAPID TRANSIT EXISTING
- " " PROPOSED
- " " ALTERNATIVE PROP.
- RAILWAYS
- RAILWAY STATIONS
- PARKING AREAS

CITY OF TORONTO

1 0 1 2 MILES

5000' 0 5000' 10000'

URBAN RENEWAL STUDY

CITY OF TORONTO PLANNING BOARD 1956

The chief features of this schematic plan for a 25-30 year period are:

2. Industrial Areas

Industrial areas are consolidated and linked together by regional highways, expressways and the major road system. It was hoped to achieve efficient movement of industrial traffic and the provision of sites useful to industry but not intermixed with housing.

The major changes in the existing land use pattern were proposed a. at the "Junction" (of C.N.R. and C.P.R. lines at the northwest of the city) and b. east of the Don River along the C.P.R. line.

a. The Junction, a long-established industrial centre, dominated by large packing houses, is poorly connected with the Barrie Highway (Highway 400), Highway 401 and the Lakeshore express route. Dundas Street, which connects the Junction to the central business and industrial area, is the only radial route in the southern part of the city and is of inadequate width and design. A connector between the Barrie Highway and the City's major road system has long been a proposal awaiting decision. By cutting it through the triangle formed by the two northwest rail lines, a first-rate industrial area might be provided, particularly for industries requiring the best in road facilities as well as railway services. This triangular area extends south to Bloor Street and is now chiefly occupied by housing of mixed quality. At the time of the 1951 census it accommodated a population of about 18,000. The proposal to make a major change in land use would require the relocation of displaced residents, and be effected over a relatively long period.

b. The railway sites east from Pape Avenue are served by inadequate trucking routes. The railway runs across irregular terrain on an artificial ridge, and the sites in industrial use are affected by this. They are interspersed with housing reaching up to the tracks. The difficulty of achieving a clear way through the eastern district for an express route creates a further disadvantage. These considerations led to the proposal that industrial development should be discouraged in this part of the city.

3. Major Traffic Routes

At the time of the Study, only the Don Valley Parkway and the outer sections of the Lakeshore Expressway had become definite proposals in the Metropolitan scheme for a major traffic system (see Map 3). The proposal to link Highway 400 with the Lakeshore route emanated from the Study, as well as a possible route linking the Keating Street extension with Highway 2 in Scarborough. A northward extension of Spadina Road was under study by the Metropolitan authorities who are responsible for the planning of all the main arteries in the Metropolitan Area.

In these circumstances, only broad assumptions could be made for the purpose of the Study. Bearing in mind the many questions yet to be answered in planning the major traffic routes, the system indicated is intended to serve industrial areas and to facilitate the movement of commercial traffic in the city. The movement of workers by car and by rapid transit demands a carefully worked out system in which the greatest use is made of rail services and rapid transit, with parking lots at strategic junctions where suburban automobile traffic might be intercepted.

4. Housing

The approach taken was one designed to guide change in residential areas through the establishment of density standards. These would be average figures applied to quite broad areas for planning purposes. Through their application it would be possible to forecast population in various areas and to anticipate the types of housing and the community facilities required.

A range of four "net lot" densities was proposed, providing for the following distribution of land and population:

Persons per net lot acre	Estimated acres of net lot area	%	Estimated Population	%
200	70	1	14,000	2
150	1,085	15	163,000	24
100	3,590	50	359,000	52
60	2,500	34	150,000	22
	7,245	100	686,000	100

The highest density was proposed for the commercial and institutional core of the city; the next highest - 150 persons per acre - not only in the oldest parts of the city where such density already exists but in lower density areas close to the downtown focus. 100 and 60 per acre densities were proposed for the remainder of the city, again conforming generally to the existing pattern but adjusted in the light of work opportunities, obnoxious effects of existing and proposed industrial areas, proximity to existing and tentatively proposed transit facilities, and the possibility of large-scale dislocation, particularly in the Junction area. (See II G. City Standards).

Proposals for minor commercial areas were based on existing evidence of activity at various points in the numerous commercial ribbons throughout the city. Except in central districts, densities were not predicated upon proximity to commercial areas since the wide variation of housing types possible within each overall density figure would permit concentrations of apartment houses and other multiple dwellings close to commercial facilities.

5. Commercial Areas

Downtown & Subcentres - "Major Commercial Areas"

Continued development was accepted for the downtown area and for "downtown" extensions on Yonge Street at College Street, Bloor Street, St. Clair Avenue and Eglinton Avenue; all of which are connected together by subway as well as by the most important commercial street in the city. Downtown, it is desirable to limit horizontal growth and encourage concentration at reasonable densities so as to maintain a compact and strong business area. Focussed on the main core (King, Queen Streets, Yonge, York Streets) the downtown area is bordered on the plan by Simcoe, Dundas, Church and Front Streets. The Bloor area is bounded by University Avenue, Davenport Road, Jarvis and Charles Streets. The northerly areas are also nucleated.

Minor office concentrations may occur in outlying commercial areas within the city proper, and some will develop beyond the city limits as the region as a whole grows.

a. Downtown

According to the general planning conclusions, the uses which should be expected and encouraged in the downtown area together with offices, banks, hotels and entertainment, are those industries closely linked to the needs of business and retail operations. These will include publishing, printing, warehousing, small-product industries and these employing a small labour force. A greater number of "durable", "specialty" and "quality" retail outlets are to be expected, and the area's function as an entertainment centre will be intensified. A westerly trend of central area development is evident and may demand planning action in the more static area east of Yonge Street.

The necessity for improved public transportation, adequate parking facilities and downtown parks was fully recognized. Only the development of the Queen Street and University Avenue subway lines, under discussion for some time, could be shown on the plan. It was thought that Dundas Street could act as an effective secondary feeder for public transportation. The limits selected for the downtown area are between 1/4 and 1/2 mile radius from the City Hall - a reasonable walking distance between all parts. Consolidated institutional and residential areas at the northeast and northwest of the centre were proposed to supply accessible land for such uses, as some is desirable to assist in keeping the core of the city alive. Industrial areas to the south, east and west are advantageously located in relation to transportation services, although the marshalling yards between Front and King Streets at Simcoe Street are an obstacle to development and to traffic circulation.

(b) Sub-centres

(Yonge Street at College Street, at Bloor Street at St. Clair Avenue, and at Eglinton Avenue)

The limits chosen for these areas were selected for the following reasons:

Yonge-College (Boundaries: Elizabeth Street - Church Street, one block north and south of College Street).
Expansion in this area may be limited in extent because Carlton is not a through street to the east. Institutional areas - hospitals and government and welfare offices - and housing are proposed to surround it. Extensive housing and commercial developments between, will act as a link between this area and the downtown centre.

Yonge-Bloor (Boundaries: University Avenue, Davenport Road, Jarvis Street, Charles Street).
Limited on the southwest by the University lands and on the northeast by Rosedale and its southerly ravine, the other boundaries were selected for the following reasons: On the south, to allow for centrally located low density office development with high density housing beyond, and on the west and north to give shape to the development of a precinct, efficient for the purpose of shopping and office development. The northern and western boundaries would be the main arteries of Davenport and Avenue Road which themselves would be more efficient if the commercial areas did not overlap them.

Yonge-St. Clair:
The natural boundaries appear to be Avenue Road at St. Clair Avenue, diagonally to Mt. Pleasant Cemetery, the Vale of Avoca to the east and the Rosehill reservoir and St. Michael's Cemetery south of St. Clair Avenue. A more careful study will be required to determine the northwest boundaries, which at present show signs of invading a sound residential area.

Long established as a medical office area and more recently as the site of headquarters office buildings (Imperial Oil and the Federal Government), the junction of Yonge and St. Clair has been a retail shopping centre for the middle to high income residential areas nearby.

Extension to the east should not be encouraged. St. Clair is not a through street and there is an extensive ravine between Yonge Street and Mount Pleasant Road.

Yonge-Eglinton:
The existing active retail and office area reaches north to Albertus Avenue, east to Mount Pleasant Road, west to Duplex Avenue but is limited at the south on one side by the T.T.C. terminal. This general extent was accepted. Its importance as a centre should be reinforced by new development of retail and office uses and by the completion of Eglinton Avenue as a cross-regional artery. A few blocks to the west an important retail-commercial area is found west of Avenue Road, too far to be considered part of the business centre at Yonge Street.

5. Minor Commercial Centres

These areas were considered to be those providing commercial services to a district rather than a neighbourhood. Supplying more than day-to-day needs, they are areas greatly in need of parking facilities. Service industries employing small labour forces might be located in minor commercial centres.

Automotive services, car lots and other "non-pedestrian" commercial uses, are now strung out in groups along main roads throughout the city. Such ribbons, though of use to the motorist and those shopping for automobiles, do not perform the functions of a closely-knit area of groceries, bake shops, clothing shops, furniture stores, theatres, banks, variety and drug stores. The latter are focal points to which the customers may drive and, once there, can find a wide variety of goods and activities within easy walking distance.

The guide to identifying the district centres was the clustering together of chain stores such as supermarkets, as well as household appliance stores and the like at strategic locations. Another factor was the influence exerted on commercial activity by public transportation routes and the basic 1-1/4 mile main street grid. The negative influence of ravines, major industrial and institutional areas was also taken into account. Additional but smaller concentrations of such uses could be located in yet other areas on the basis of a thorough study of individual districts.

Neighbourhood shopping areas were neither identified nor proposed. It was believed that such areas are a concomitant of housing areas. In the course of rearranging the street pattern and rebuilding, small shops, fulfilling day-to-day needs, would remain or be relocated according to local requirements.

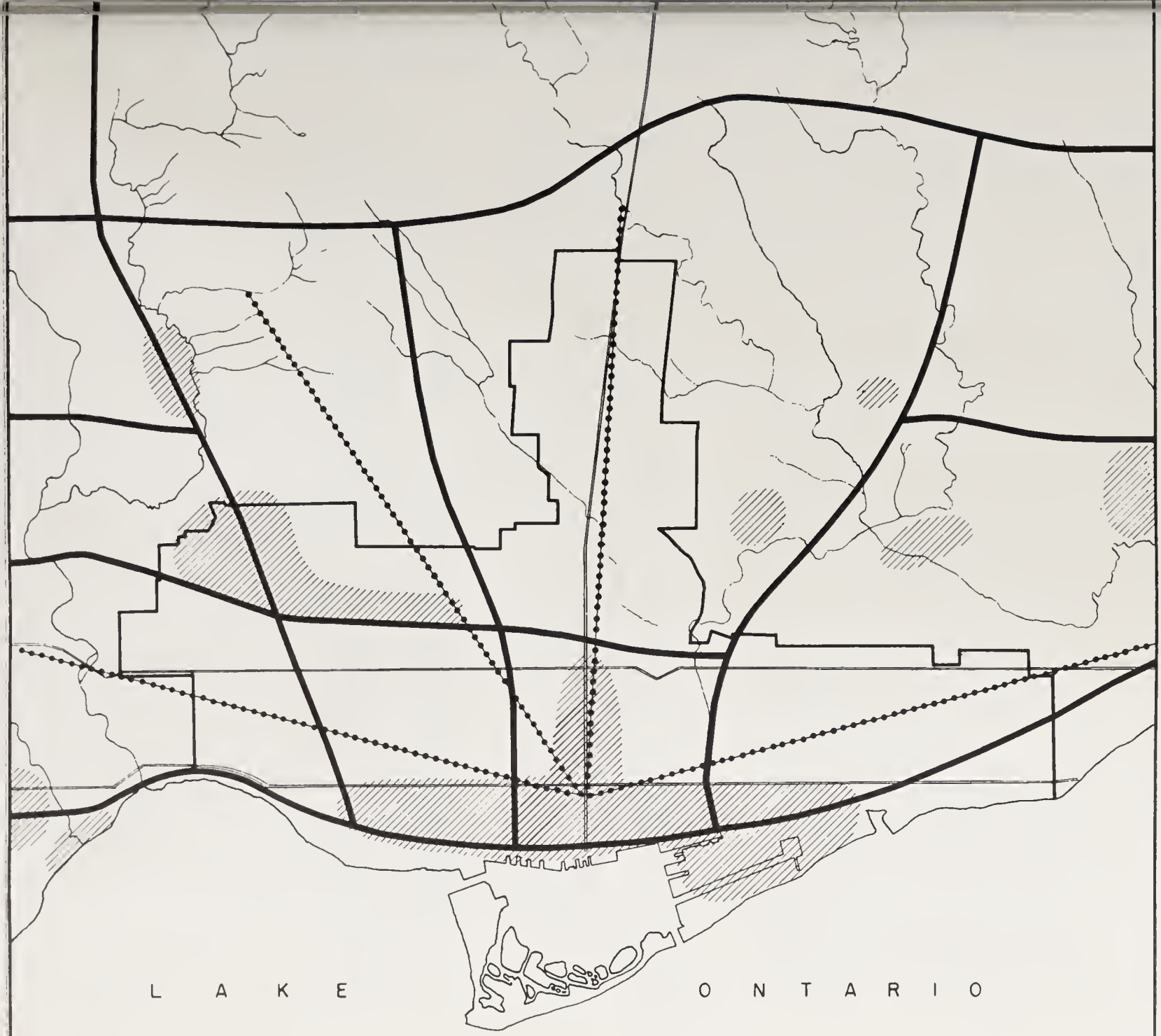


DIAGRAM OF EXPRESSWAYS AND RAPID TRANSIT

CONCENTRATIONS OF WORK OPPORTUNITIES
MAJOR ARTERIES
RAPID TRANSIT DEMAND LINES

NOTE:
THIS PLAN INDICATES BASIC REQUIREMENTS AND DOES NOT SHOW ACTUAL ROUTINGS

CITY OF TORONTO

1 0 1 2 MILES
5000' 0 5000' 10000'

URBAN RENEWAL STUDY
CITY OF TORONTO PLANNING BOARD 1956

6. Rapid Transit

Transfer points in an extended rapid transit scheme will have an important influence on the type and location of commercial areas, as well as on plans for housing areas.

In developing proposals on the subject of rapid transit there was a lack of adequate data. The scheme shown on the map of Planning Proposals is highly tentative.

The expressway system shown is not designed to handle the additional heavy volume of rush-hour traffic created by drivers who do not need their cars during the day and are only using them as transportation in and out of town. To handle these a much more extensive system would be necessary; in fact it is doubtful if a satisfactory system could be developed, especially in view of the increased demand which would probably develop in the future. Added to this is the serious parking problem, impossible of solution, which would develop if automobiles became the principal form of transportation to and from the centre of the city. Such commuter automobiles are difficult to park in large numbers; the very high rate of concentration, the congestion of the street, and the mere physical extent of the required parking, even if it were possible to provide it, would seriously disrupt the central area.

For this rush-hour traffic, therefore, a different system is suggested. There are three possible ways in which the traveller may move. First, he may travel by public transportation all the way, probably by a normal surface route and then transfer to rapid transit. Secondly, he may drive from his home to an expressway and on this to a parking area where he can transfer to rapid transit. Thirdly, he may come by commuter train and, depending on his destination, transfer at a convenient station to rapid transit.

The system shown is designed to make these moves possible. The expressways are placed so as to facilitate regional circulation, and to route commercial and industrial traffic so as to avoid disrupting shopping and residential areas. (The Dupont Street route from Dundas Street to the Don Valley Parkway is considered part of this system). There are two rapid transit loops shown, one east-west and the other north-south.

At the west end the east-west loop passes Sunnyside Station and West Toronto Station. At Sunnyside Station commuter passengers could transfer, if they chose, for destinations at Bloor or Queen, or anywhere else on the loop, and drivers on the Lakeshore Expressway could also park and then ride by rapid transit. Already the Parking Authority proposes substantial parking lots in this location. At West Toronto Station, commuters could likewise transfer to the loop while a large parking area could be provided for drivers coming down Highway 400 or Dundas Street (which has been considered for improvement by the Province) who could then transfer to the rapid transit loop.

The North Parkdale Station could also be used as another transfer point for commuter passengers. It would be more difficult to develop satisfactory parking areas, but if this could be done drivers could be tapped off both the Lakeshore Expressway and the north-west highways.

In the east end, similar transfers could be made at Danforth Station. Again, both commuters and drivers on the suggested highway would be served. It is possible that the disused C.N.R. tracks slightly to the north might also be put back into use and a branch of the rapid transit collect passengers at the nearest point. However, it is more likely that the existing Don Station might be used for this traffic and any other commuter traffic on Don Valley lines. It is also possible that a suitable parking space might be developed here, at the south end of the Bayview extension, to enable some drivers to transfer to rapid transit.

The north-south loop extends from the Union Station to the northern city limits on Yonge and across to a point just south of Highway 401 then south-east along the proposed Spadina extension to Avenue Road and University Avenue. Parking areas close to Highway 401 and near Bathurst and St. Clair are proposed as transfer points. A shorter loop extending no further than Eglinton is suggested as an alternative.

Even with such provision for rush-hour traffic there would still be a substantially increased amount of automobile traffic to the centre of the city, including shoppers and cars needed for business, so that the present broad plan must be supplemented by a more detailed plan of traffic circulation in the central area (at present being worked out) and adequate parking provision.

7. Institutional Areas

The off-central position of existing institutional zones was reinforced in the proposals made. The advantages of proximity to major arteries and contact with the downtown commercial areas were recognized. General limits were laid down for government, university, hospital and welfare facilities. One purpose was to preserve strategic locations for the development of philanthropic and cultural services so vital among the functions of a major city.

8. Open Spaces

Specific proposals for recreational open space were delayed until the Study group could analyze the requirements of at least one central district for local parks and could develop suggested city-wide standards for small and large recreational areas. Results of preliminary studies are found in Appendix IV Proposed Standards for Local Community Facilities.

G. City Standards

Preliminary work was done on standards for housing (ratio of building bulk to lot area, open space and parking requirements) and for community facilities (neighbourhood parks, school sites, commercial areas and other requirements). The proposals of the Study may be altered or refined by the City Planning Board in its long-range planning work.

1. Space Standards for Housing

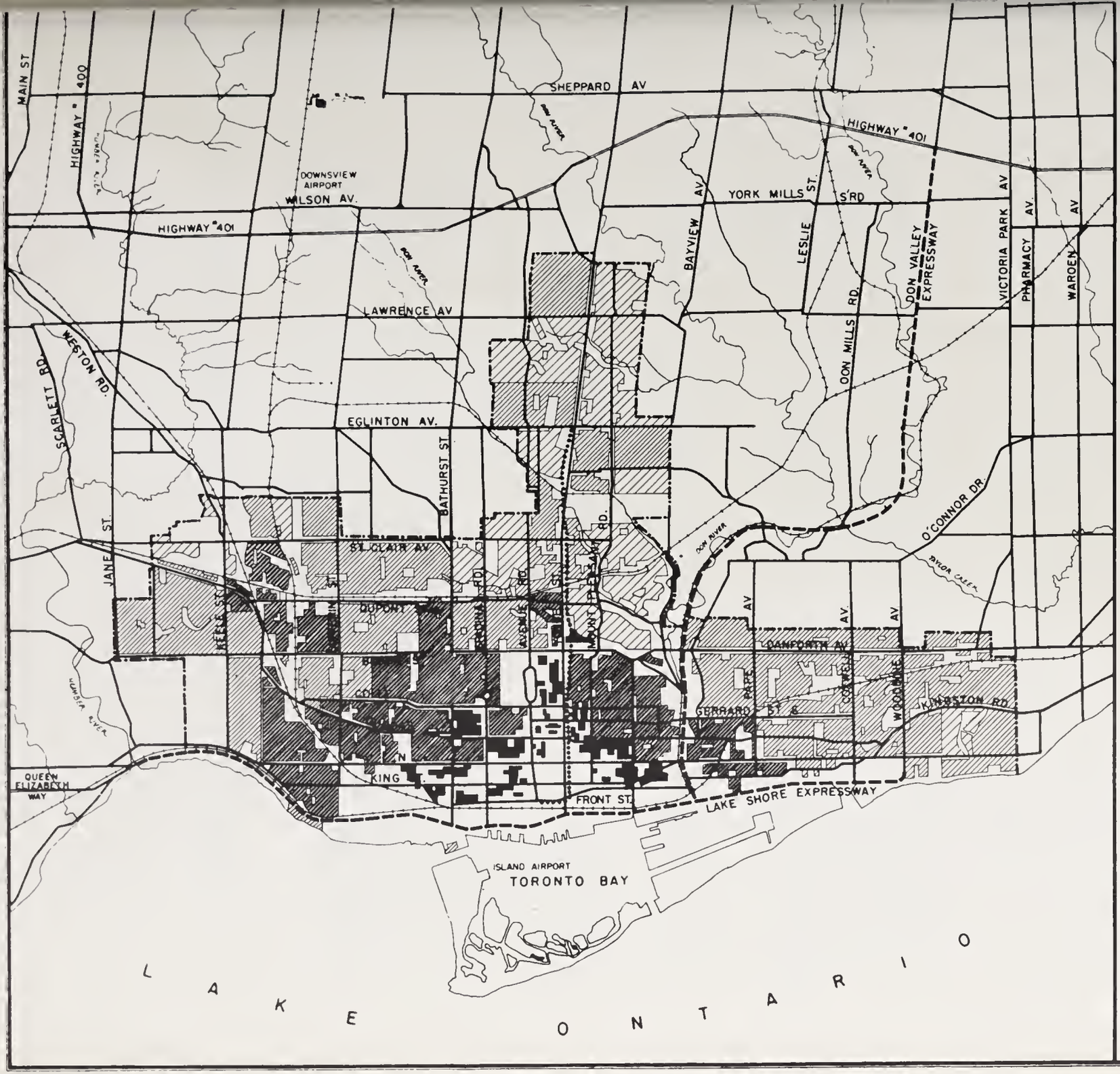
For the purpose of estimating the future population of areas throughout the city, and guided by a preliminary study by the City Planning Board entitled Report on Residential Zoning, March 8, 1955, a range of average net lot densities(1) had been suggested in the Planning Proposals.

A sound principle upon which to base residential zoning in a changing city is to establish a desirable density of a given area. A low net lot density would discourage the building of tall or bulky apartment houses, as on sites for such buildings a large amount of private open space would have to be provided. A high net lot density, on the other hand, would allow the utmost exploitation of a plot of land, with minimal space between tall buildings.

The distribution of areas of high or low density is based upon the suitability of the area, its position in relation to the rest of the city, and to public transportation lines.

The lowest or "suburban" density areas, having large lots, would satisfy the desire of families with children to have private gardens and play space. Moderate and higher density areas would provide for families with children but allow a greater number of multiple units - duplexes, row houses, walk-up apartment buildings - with smaller garden space, and some high-rise apartment houses. The highest density areas would be those best suited to the needs of the large number of families without children, including single people, young and elderly couples. At this density, which would consist almost wholly of high-rise buildings, spacing becomes exceedingly important, as well as the provision of parks, the former because of the need for sufficient light, view, air circulation and privacy, the latter to compensate for the loss of private gardens. Different types of residential structures are desirable within each density area so as to provide a choice in accommodation, fulfilling the needs of a variety of family types.

(1) - Persons per net lot acre; "net lot" area excludes residential streets or public lanes.



EXISTING
NET RESIDENTIAL DENSITY
ACCORDING TO CENSUS TRACT DELINEATIONS

LEGEND.

- CITY BOUNDARY
- EXPRESSWAYS
- EXPRESSWAYS PROJECTED
- MAJOR ROADS
- T.T.C. RAPID TRANSIT
- RAILWAYS
- RIVERS
- 0 - 50
- 51 - 100
- 101 - 150
- 151 & OVER

PERSONS PER NET LOT ACRE

- NON-RESIDENTIAL LAND

SOURCES:
1954 POPULATION ESTIMATES (C.T.P.B.)
1955 LAND USE SURVEY (C.D.)
MAP SO 7/2 (C.T.P.B.)

CITY OF TORONTO

2 MILES
FEET

URBAN RENEWAL STUDY
CITY OF TORONTO PLANNING BOARD 1956

The current report on this subject(1) enumerates five classifications of areas by type and density. The persons per net lot acre suggested for each "Zone" are:

	Persons per Net Lot Acre
Zone 1	50
Zone 2	100
Zone 3	150
Zone 4	250
Zone 5	310

Zone 5 is intended to be designated only in special circumstances. In areas where little change is likely to take place the above figures should be regarded as the maxima. In comprehensive development schemes they may represent an average density. The range of four densities proposed in the Urban Renewal Study differ to some extent as they are average net lot densities for substantial areas which would be further subdivided into the above zone designations.

In the final stage of the Study a range of seven proposed net lot densities was tested in the preparation of a sample plan and model of a redevelopment project.

A table of sample calculations will be found in Section IV under H. Net Residential Area Standards, indicating probable space requirements at various densities for a range of typical buildings.

"Gross densities" as well as "net lot densities" are also needed. A "gross density" figure is one which relates population not only to the lot area, but to the land used for local shops, major and minor streets, and other community facilities and is essential in preparing plans for a specific district. Classes of community facilities, city-wide, district and neighbourhood, are enumerated in the next subsection. Section III Studies of Specific Planning Areas and Appendix IV contain detailed discussions of space standards for gross residential areas.

(1) - City of Toronto Planning Board, Report on Residential Zoning Standards, April 1956.

2. Space Standards for Community Facilities

It is clear that no proposal, for even a small redevelopment project, should be undertaken in a vacuum. In the course of a renewal programme, projects of many kinds are hoped for, proposed by both public and private interests. However, they will be proposed intermittently, over a long period of time, and in many parts of the city. Before they are carried out, it is essential to have a general plan of a much larger area of which each individual project is a part. A plan such as that shown in the maps of Planning Proposals worked out by the Urban Renewal Study contains the major elements of the required overall plan, but to determine how much land will be required for parks, schools and other facilities requires more comprehensive studies, leading to a more detailed plan. In the absence of such a plan, and needing some method of forecasting the probable requirements for local community services in specific areas, the Urban Renewal group attempted to find basic space standards (expressed in acres per 1000 population) that could be applied to residential districts. It was thought that in preparing a new city-wide Official Plan for adoption by the City Council, the staff of the City Planning Board might find these useful. A suggested classification is given of community facilities, found singly or in groups in a metropolis.

(a) City-wide facilities: serving the entire metropolitan region.

Downtown commercial centre (the site of offices, shops, theatres, hotels and wholesale establishments.

Industrial and warehousing areas.

Government office zones.

Major commercial areas, or "downtown" extensions.

University grounds and other substantial groups of buildings used for higher education (Ryerson Institute, etc.)

Concentrations of professional offices.

Hospitals.

Centralized welfare services.

Major parks (including the Island and parks under Metropolitan Toronto's jurisdiction).

Special commercial services - concentrations of automobile, furniture, quality goods establishments.

Major streets.

Railways and utilities.

(b) District facilities:

District commercial areas, or "minor commercial areas", where locational factors have attracted a number of branch banks and chain stores and customers are drawn from several neighbourhoods.

Branch offices for government and welfare services; professional, real estate offices, etc.

Parks large enough to accommodate athletic fields as well as less active forms of recreation and here described as "district parks".

Secondary schools.

(c) Neighbourhood facilities:

Groups of shops catering to day-to-day needs, within easy walking distance, but not including scattered corner stores.

Neighbourhood parks, ranging from small sitting-out areas to parks all or partly developed as active playgrounds for children. These may be a fraction of an acre or as large as, say, ten acres.

Elementary school sites (junior and senior)

Churches and other community buildings which may serve a city-wide congregation or group of users, as well as the immediate locality.

Residential streets with the primary function of providing access to dwellings, but not intended to carry heavy or through traffic.

It was not possible to begin with specific space standards for the city-wide facilities listed under (a), particularly for the land needed for industry and major commercial uses. However, estimates of acreage from the map of Planning Proposals provide the following ratios of land throughout the city for various city-wide uses to the estimated ultimate city population of approximately 700,000.

	Approximate Acres (not including streets)	Acres per 1000 Population
Major industrial areas (including warehousing)	4,000	5.7
Downtown commercial area and 'downtown' extensions at Bloor, St. Clair, Eglinton	350	.5
Minor commercial areas	525	.7
University Zone (shown as Institutional)	150	.2
Other institutional zones were not completed		

Further studies will identify other use zones: for special services (such as automobile service and repair), commercial residential buildings (apartment hotels), and possibly limited areas for service industry or industries closely related to the downtown commercial centre.

In the stage following studies of the city as a whole, proposals were prepared for the future development of two predominantly residential areas close to the downtown area, except for major streets, all uses of city-wide significance, and some existing district facilities were deducted from the area to which space standards for local community facilities were applied.

Open space proposals were delayed until studies of neighbourhood park requirements might be analyzed in relation to neighbourhood density proposals and separated from district parks and from major parks serving the entire city and surrounding urban areas. Tentative proposals for overall space standards for major parks (including those under Metropolitan jurisdiction) suggested 3.0 acres per 1000 population. This would provide a total of 2,100 acres, of which about 100 acres would also serve as neighbourhood parks in individual areas. At present this type of park amounts to 1,723 acres, or 2.5 acres per 1000.

H. Selection of "Planning Areas" and Priorities in Study

Upon completion of studies of the city as a whole, five sections of the city were identified as those in most urgent need of closer study. Each "Planning Area" embraces about 500 to 1000 acres. (See Map 8)

The criteria for selection were:

1) Physical deterioration of structures (see criteria, p.II 6)

2) Strategic location, as determined by major public projects already authorized or in final planning stages, or by current and proposed private undertakings.

3) Potential importance to the various functions of the city.

These came to be identified as the Don, Bloor, Spadina, Junction and Downtown "Planning Areas" for each of which it was proposed that a "Sketch Plan" be made, showing a general scheme of development, identifying smaller areas for detailed study, and setting out the type of treatment that might be carried out in an urban renewal programme. The Bloor and Downtown areas are predominantly commercial, the Junction area is a mixture of all types of use, and the Don and Spadina areas are chiefly residential. The last two were given first priority in study for the following reasons:

1. The Don Planning Area (Boundaries: Jarvis Street, Bloor Street, Rosedale Valley Road, the Don Valley Parkway, Eastern Avenue)

   Appraised in relation to other areas, the district to the north and east of the downtown area, bordered on the east by the Don River warranted immediate attention. The first north-south expressway - the Don Valley Parkway - may be a reality within the next five years. Joined to the Lakeshore Expressway it may create new industrial activity in the Queen Street - Harbour area. Its east-west feeder routes to the downtown area will filter across the selected district, creating further traffic hazards. The deterioration of structures in the south section, where the two Regent Park projects are located, proposals for a major park and for a rapid transit route on Queen Street, and the expressed interest of private capital in redevelopment in this section of the city, were other compelling factors in choosing this area for study and the preparation of a Sketch Plan.

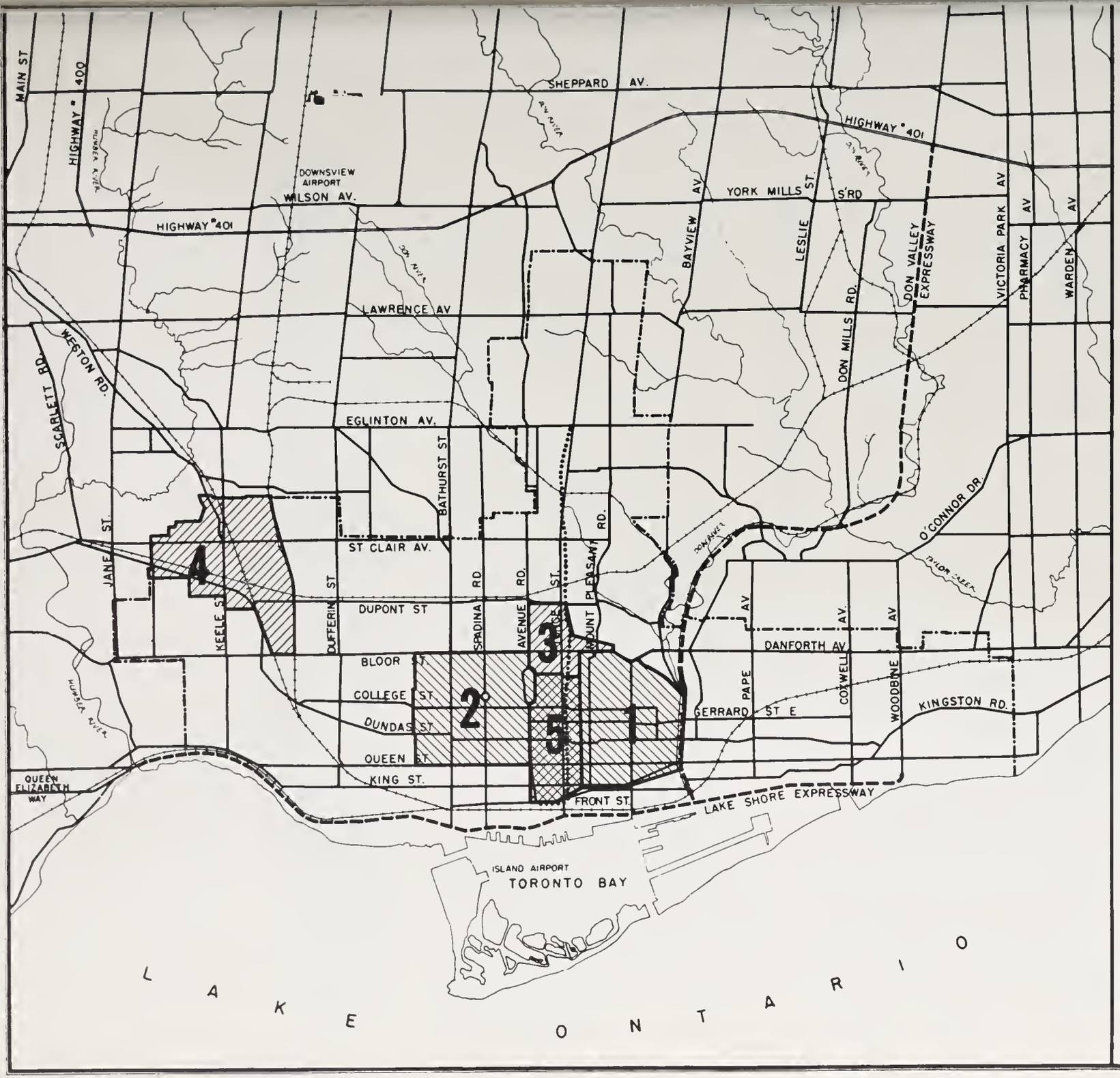
2. The Spadina Planning Area (Boundaries: Gorevale (Trinity Park), Grace Street, Bloor Street, University Avenue, Queen Street)

Again, a major north-south expressway route had been proposed, although final plans for the main artery and for its feeder routes were unknown. Deterioration, proposals for two (possibly three) rapid transit routes, interest on the part of private enterprise in the building of limited dividend project, and a proposed park extension, were additional factors influencing the choice of area.

It was hoped to make a general study of the Bay-Bloor-Yonge commercial area, to be followed by studies of the Junction area and the Downtown area by the staff of the City Planning Board. However, time permitted only a general survey and the selection of small areas for more detailed study in the Spadina district. The urgency of Toronto's housing problems and the lack of comprehensive data concerning industrial and commercial aspects of the city's growth gave first priority in study to the two predominantly residential areas.

3. The Bloor Planning Area (Boundaries: University Avenue, Avenue Road, Canadian Pacific Railway Line, Davenport Road, Church and Charles Streets)

The need to analyze and prepare a plan of development for this area results from the prospect of a rapid transit line (and possibly an expressway) paralleling Bloor Street, with a north-south line on University Avenue. At the time of writing neither proposal has official status. The junction of rapid transit lines at Bloor would accelerate the already rapid development of the commercial area. No up-to-date plan exists for such growth, although a full-fledged redevelopment was proposed in 1944. The housing varies from one or two streets of sound structures at the north, to frame cottages in what was the village of Yorkville at the south near Bloor Street. In this area it would still be possible to create a first-rate commercial centre south of Davenport, bounded by major streets and efficiently arranged for shopping and office development.



PRIORITIES FOR STUDY

LEGEND.

- CITY BOUNDARY
- EXPRESSWAYS
- EXPRESSWAYS PROJECTED
- MAJOR ROADS
- T.T.C. RAPID TRANSIT
- RAILWAYS
- RIVERS

CITY OF TORONTO

2 MILES

URBAN RENEWAL STUDY
CITY OF TORONTO PLANNING BOARD 1956

4. The Junction Planning Area (Boundaries: Runnymede Road, west and north City Limits, eastern branch of Canadian National Railways (Allandale Line), Bloor Street and the Canadian National Railways (Weston Line).

At the meeting of three north-west railway lines and one running east and west, and of two major roads (Dundas Street and Keele Street - Weston Road), this area, dominated by the packing house industry, is in urgent need of study as to its future development. Traffic congestion, deterioration of housing, the environmental effects of railway roundhouse smoke, and the stench of the stockyards, are conditions that demand attention. The tentative proposal made by the Study for redevelopment, as an industrial area served by a new major artery, of the wedge between railway lines north of Bloor Street, would require a long-term plan for transition from housing to industry and the provision of new housing in the vicinity.

5. The Downtown Planning Area (Boundaries: University Avenue, Charles Street, Jarvis Street and Front Street)

Vital heart of the city and of the metropolitan region, the Downtown Area is the site of much building activity, despite the trend towards decentralization of some types of business to outer districts. The possible strangulation of the central core by traffic must be prevented. Many obsolete buildings will be replaced. The inefficient street pattern demands reorganization if the advantages of a central position for commerce and shopping are to be maintained. The provision of open space for the downtown daytime community of workers and shoppers is a major suggestion in the overall Policies in Planning. The outward transfer of manufacturing establishments which are not essential to downtown operations and the accommodation of industries which need a highly central location are other aims.

Areas in the eastern section of the city were also considered as to their priority in study and, in particular, the area directly east of the Don River, south of Gerrard Street. But compared with the problems and pressures for the areas described above, those of the eastern district were considered to be of a less serious nature.

I. Comments and Observations

The survey methods used resulted in a city-wide outline of requirements and planning proposals upon which to base the selection of areas for more detailed study. A severe handicap was the lack of adequate information on commercial, industrial and transportation aspects. In order to produce a complete survey of planning requirements and a complete set of planning proposals, the work done should be supplemented by studies of selected significant areas and of the many demands for various types of accommodation and facilities.

The intense competition for land in the central part of the city is likely to increase owing to the rapid growth of the Metropolitan area. New commercial development must be accommodated as well as a limited amount of expansion among industries which are essential to the downtown area. As a residential district, it houses low-income families because it is the only place where they can find shelter, however inadequate, within their means and where many of them will be accepted. Through the conversion of land to other uses, including high-priced apartment developments, the supply of accommodation for the poor in central areas will decrease, despite the increase in demand for such housing. Ancillary to this problem is the scarcity of space for institutions with limited financial resources and which generally seek locations likely to be costly because of their value for many other purposes. School playgrounds and other public open spaces are even more difficult to obtain in the densely developed central area.

In many parts of the central district future development is doubtful and conditions have become progressively worse. Some have high speculative re-use values on the assumption that they may become commercial or industrial, despite their present residential zoning. Because the speculative values extend over a much larger territory than any actual development is likely to encompass, properties are allowed to deteriorate, often to the point where the poor condition of the area is a strong deterrent to any new investment. The result is further deterioration. In every such area it is clearly essential to adopt a definite policy on its future use and in many instances a positive programme to bring about improvement.

The city-wide studies show that there are industrial and commercial blighted areas as well as residential districts of this type, but the latter are by far the more extensive. It is estimated that approximately 8% of the present housing areas already need replacement, and that during the next 25 years up to an additional 40% may require redevelopment or improvement. Because a certain amount of fair as well as poor housing is found in any central area, a very extensive programme of renewal is necessary. The constant increase in the demand for housing for low-income families makes it impossible to meet the need, even if all the new housing were of the low-rental type. Furthermore, the density in downtown areas is already so high, owing to doubling up and overcrowding, that relatively few additional people can be accommodated. To relocate the people displaced in the course of rebuilding magnifies the need to provide sound housing for low-income families.

Section III: STUDIES OF SPECIFIC "PLANNING AREAS"

A. Purpose

The intention in this phase of the work was to suggest the kind of study that should be made as a prelude to private or public investment to raise the standards in housing, commercial and industrial areas.

Individual projects aiming at substantial change must fit in with a local plan of development based, in turn, on a sound general plan for the city as a whole. Local plans should include proposals on the following:

Residential densities
Major traffic streets
Schools
Parks
Commercial areas
Institutional sites
Office areas
Industrial areas
Public works requiring land

Maps 10 and 13 illustrate this type of plan, referred to as "Sketch Plans" in the Study.

A plan to show the types of treatment proposed should accompany the "Sketch Plan". Areas to be cleared, and those to be improved as to environment, as to structures, or both, should be shown. In addition, areas may be shown where the normal process of rebuilding can be expected to bring about a change or intensification of use. Map 11 suggests the appropriate form of such a map.

B. Principles

Plans of this kind would be valuable to the City and Metropolitan administrations and to those government agencies which will be called upon to assist in financing a renewal programme.

By outlining a general scheme of development for a district, as a result of a study of its characteristics, its requirements and the effect of prcposed major public or private projects, it is possible to make a reasonable forecast of the local community facilities needed by the expected population of the area. The maps of Planning Proposals go only as far as suggesting the pattern of predominant land uses and major traffic routes. Lacking a more detailed plan of the development for the entire city, the Study selected "Planning Areas" of an extent that might safely be treated independently, within the Planning Proposals framework, in working out the location and size of parks, schools and shopping areas, in addition to identifying the type of redevelopment and improvement required.

It is expected that, in the course of its work, the City Planning Board will prepare and recommend for adoption a plan that covers the city as a whole and contains greater detail than the map of Planning Proposals. To supplement this, the types of plans produced for the "Planning Areas" offer an effective technique for outlining a programme of action for such areas.

Through these plans, it can be shown how the local agencies intend to regulate and stimulate new and existing development, and what services should be provided. Both private and public capital will be needed in many parts of the city to achieve better standards of living, working and carrying on business or industrial activities, and the "Sketch Plans" can show how all efforts can be co-ordinated.

C. Selection of First Planning Areas for Study

The first district chosen for study was the "Don Planning Area", bounded by Jarvis Street, Bloor Street, Rosedale Valley Road, the Don River and Front Street. This area deserved first attention in closer study because:

1. Poor structural quality over large areas was evident.

2. Certain data was already being gathered by the City Planning Board staff for a report to the City Council on the possible extension of Allan Gardens, south to Queen Street, as proposed by the City Parks Commissioner.

3. Relatively definite planning decisions had been made by Metropolitan authorities concerning the Don Valley Parkway and its feeder routes in and out of the down-town area. These have important implications, not only in their effects on the housing areas, but also on industrial potentialities in the area south of Queen Street.

4. Rapid transit routes on Queen Street and Bloor Street had been discussed seriously.

5. Private enterprise had expressed interest in sites for redevelopment and limited dividend housing projects within the area.

6. Several private undertakings were creating major changes of use.

The second district selected was the "Spadina Planning Area", bounded by Gorevale Avenue and Grace Street, Bloor Street, University Avenue and Queen Street. It was chosen for further study for the following reasons:

1. A predominance of poor residential structures in the southern section.

2. Proposals had been made for rapid transit routes paralleling Bloor Street, on University Avenue and on Queen Street.

3. The imminence of an expressway using the Spadina Avenue route, the plans for which had not yet been made public by the Metropolitan authorities.

4. Proposals for the extension of Grange Park to the east and south were included in the City Parks Commissioner's recommendations.

5. Private capital had expressed interest in re-developing one or more sections of the Area, and some investors had been discouraged by present conditions and lack of a clear policy for future development.

D. Material Used in Studies

The following information was used in making an analysis of the two Planning Areas:

1. Population & Housing Characteristics (Census Material by Census Tract, 1951)

   (a) Dwellings in need of major repair (mapped)
   (b) Crowded dwellings (mapped)
   (c) Owner-occupied dwellings (mapped)
   (d) Median rents for heated and for unheated dwelling units.
   (e) Overall median rents
   (f) Earnings of wage-earner family heads (mapped)
   (g) Years of schooling
   (h) Distribution by ethnic origin
   (i) Distribution by religious affiliation
   (j) Existing net density population per net residential acre (mapped)

2. Maps from Civil Defence Survey (1":1000')

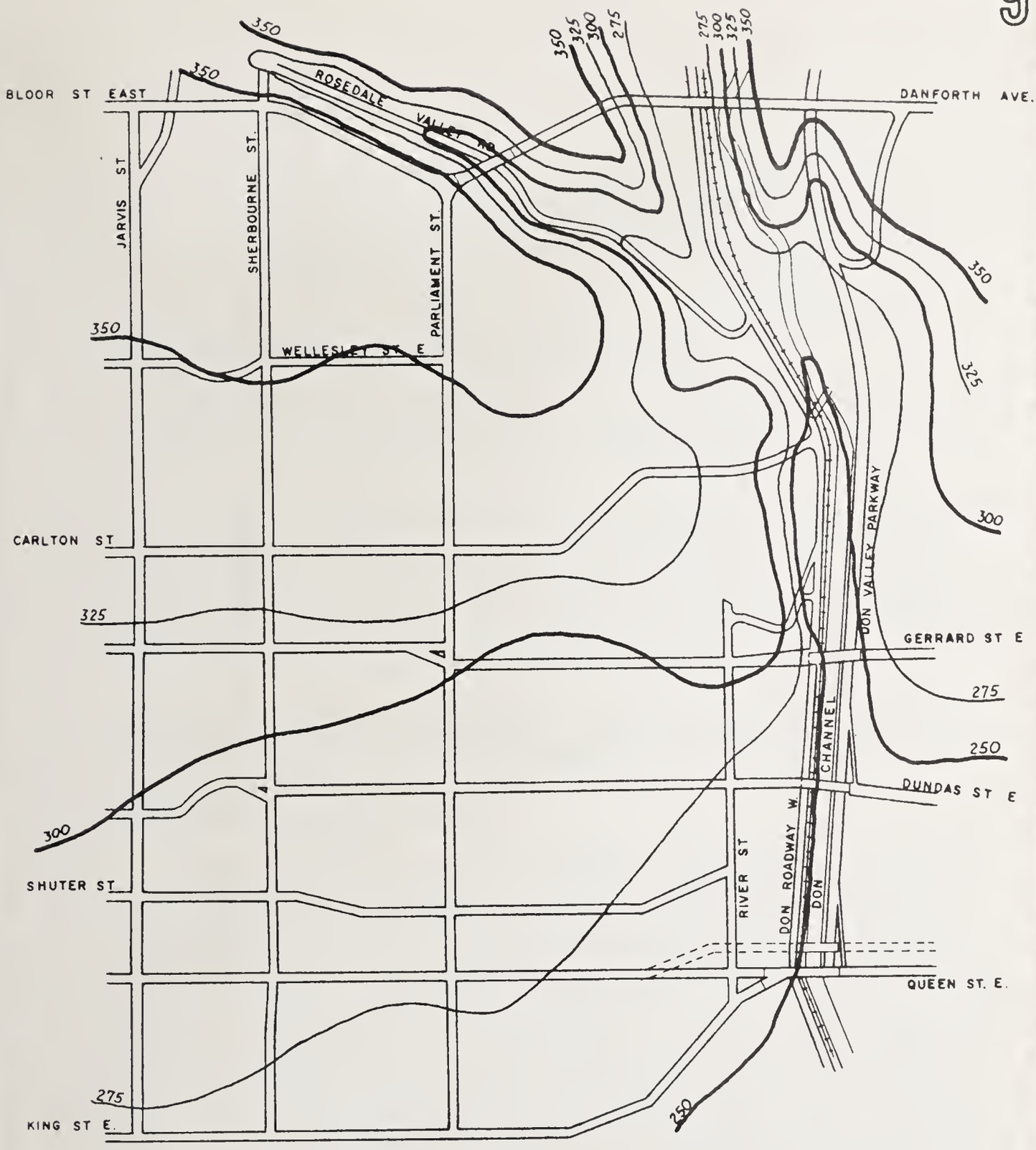
   (a) Land use
   (b) Building coverage
   (c) Heights of building
   (d) Structural materials

3. Maps obtained by field survey (1":1000')

   (a) Quality of structures (housing, industrial, commercial buildings)
   (b) Commercial zones (distribution along main arteries, excluding downtown area)
   (c) Industrial zone uses (includes new buildings, non-industrial uses, vacant lands)

4. Maps and other Material Available from Outside Agencies

   (a) T.T.C. routes, 1955
   (b) Map of trucking routes, 1954 (City Traffic Division)
   (c) Map showing city-owned parks 1955 (1":1500')
       Recommendations concerning the Parks and Recreation System, by the Commissioner of Parks and Recreation
   (d) Map showing location and names of schools (1":2000')
       Report on rehabilitation and replacement of downtown schools, Toronto Board of Education, 1955
   (e) Maps of existing and proposed major public works: chiefly road and rapid transit proposals, and other relevant maps listed in Appendix I.



DON PLANNING AREA
TOPOGRAPHY

1000' 500' 0' 1000' 2000'

URBAN RENEWAL STUDY

CITY OF TORONTO PLANNING BOARD 1956

5. Other Data

(a) Topographical map (see Map 9)
(b) General location of institutions from quality of structures map and land use maps
(c) Listings of buildings of architectural and historical interest
(d) Field surveys of commercial and industrial areas.

Report on Population and Housing Characteristics

Both the Planning Areas studied were residential in character and the intentions in the overall map of Planning Proposals were to maintain the areas north of Queen Street as housing districts.

In order to estimate the required proportions of types of accommodation (hostels, bachelor units, units for couples and for families with children) in future housing projects, an analysis was made of the census data information under (a) for the eight census tracts in the Don Planning Area and eleven tracts in the Spadina Planning Area, 1951 figures for the area were compared with those for the city, bringing out the special conditions prevailing in each Planning Area

A brief summary of both reports is given in Appendix II, with a proposed method for calculating the family and unit sizes required in a project area within a Planning Area.

Housing Surveys of other Types

It may be appropriate here to explain the absence of a housing survey similar to those frequently used in identifying areas in need of clearance and redevelopment, or of rehabilitation. The American Public Health Association's housing survey method(1) is perhaps the one known best in Canada. It evaluates "housing deficiencies" and, in a limited way, the neighbourhood environment. More recently, in Canada, a suggested method has been formulated to appraise local housing needs, putting greater emphasis on the residents' preferences(2). Both these survey methods can help to indicate where housing conditions and environmental quality are so poor as to justify demolition and replacement, or are of a standard that requires only neighbourhood improvement. They both require the filling out of schedules for each dwelling by an enumerator. Both can be applied to a sampling of dwellings if a full coverage is not undertaken.

(1) - Committee on the Hygiene of Housing of the American Public Health Association, An Appraisal Method for Measuring the Quality of Housing: A Yardstick for Health Officers, Housing Officials and Planners, Part I and Part II (3 vols.), New York, 1945, 1946.
(2) - A. Rose, Local Housing Conditions and Needs, Central Mortgage and Housing Corporation, Ottawa, 1955.

For the purpose of the Study, however, a rapid field survey of the exterior evidence of housing conditions and neighbourhood quality was considered adequate in preparing a general plan for development of a "Planning Area". From the basic point of view of the Study, the proper treatment and the priorities in dealing with any specific area should be decided as the result of the study of many factors, only one of which is the undesirability of present conditions in the area. These factors are fully described in Section I. B. Principles, where the importance of setting general planning objectives before undertaking redevelopment or improvement projects is emphasized.

A detailed housing survey was, therefore, not deemed necessary in an urban renewal programme, except at two critical points in carrying it out:

a. when an area has been chosen for immediate redevelopment. It is then necessary to know the incomes and composition of the families, the kind of housing they prefer and any attachments they may have to the area as it is. This would be in the nature of a social survey.

b. in a redevelopment area containing some buildings which appear to have a relatively long life expectancy. This may raise a doubt as to whether rehabilitation or clearance should be undertaken; a thorough inspection by skilled appraisers should be undertaken to assist in arriving at a decision.

E. Working Procedures in Preparing a Sketch Plan for a Planning Area

The methods of study and planning are outlined under the following heads:

1. Preliminary Studies and Field Surveys
2. Application of Space Standards
3. Selection of Areas for Detailed Study
4. Planning Principles, Don Planning Area

1. Preliminary Studies and Field Surveys

Based on available data and the city map of Planning Proposals, a preliminary Sketch Plan of the Don Planning Area was made showing major traffic routes, areas of low and high density housing, schools and parks, commercial zones and areas for industry. Consideration was given to the plans of school authorities for the rehabilitation and replacement of schools in this area. The Regent Park South housing project plans were carefully studied, so that proposals for the neighbouring areas would be properly related to them.

A field survey was then carried out:

(a) checking the earlier general survey of the physical quality of structures,

(b) identifying buildings sound enough to be maintained by making only minor structural changes or improving the environment,

(c) identifying areas of poor environment where, although a number of buildings might be in a "fair" rather than "poor" structural condition, clearance seemed logical,

(d) checking areas designated for low and high density housing,

(e) noting features such as buildings of architectural interest, trees, churches and social centres.

In this way, the physical aspect of "neighbourhood quality" could be established.

A similar process was followed in developing a Sketch Plan for the Spadina Planning Area.

2. Application of Space Standards

Planning Areas considered for the preparation of Sketch Plans would be of about 500 to 1000 acres in extent. In areas of this size, it is necessary to provide for the community facilities required to meet the needs of the expected population: schools, parks, community buildings and shopping areas. Also, only when the area is as extensive as several hundred acres, can these needs be forecast with some certainty.

Proposals for space standards appropriate to built-up city districts were therefore formulated. They were designed to be calculated separately from any standards developed for uses of city-wide significance (see Section II G. City Standards), but to include all "district facilities" except for "district" parks, or those large enough to contain athletic fields. The standards for a Planning Area were to include the full range of uses that should be reasonably accessible to everyone in a residential district.

Street areas and certain community facilities, together with the land to be devoted to housing, result in a "gross residential area" for the purpose of studying the present distribution of land uses, and for suggesting the amount of land required to provide a full complement of neighbourhood facilities for the expected population. In addition, a "gross residential density" figure is useful in estimating the population which can be accommodated within a given area of about 50 acres or more.

The standards (expressed in acres per 1000 population) finally proposed covered the following items:

(a) Net lot area (including building area, open space surrounding buildings, and parking area)

(b) Residential street area

(c) Primary school sites

(d) Other school sites ("senior" and "secondary")

(e) Neighbourhood parks of about 10 acres or less

(f) Retail commercial areas, including access and parking, and other uses: institutions such as churches and community centres

(g) Major streets: the routes that constitute the city-wide system of thoroughfares.

Computed for a given population, the area for each use is indicated.

Specific standards were tested in the course of preparing Sketch Plans for both the Don and Spadina Planning Areas. As will be seen under G. Gross Residential Area Standards in this Section, these standards were developed for four possible areas of high to low density, working from the average net lot density figures first adopted in the city-wide survey. They are discussed in detail in Appendix IV.

The methods developed to apply the various standards in a Planning Area were as follows: First, to identify areas for industry, offices, major institutions and similar city-wide uses, guided generally by the map of Planning Proposals. The Sectors, bounded by major arteries, were then defined and their area found, including one half of the bordering major streets. The acreage for city-wide uses was deducted from each Sector to give a gross residential area. Gross density figures (corresponding to net lot densities) were selected as described in F. Sketch Plan Proposals, 2. Spadina Planning Area (b), and applied to find the possible population in each Sector. A fixed net lot area in each Sector was thus obtained.

With a tentative population for each Sector and for the complete Planning Area, the space standards per 1000 population were applied in two ways: to the whole Area and to each Sector. They were applied to the total Area for the following uses, and the resulting acreage distributed throughout:

(a) Primary schools, requiring the laying out of suggested school districts.
(b) Other schools.
(c) Retail commercial uses.
(d) Other uses, allocated after the Sector calculations below.

The standards applied directly to each Sector were:

(a) Residential street area.
(b) Neighbourhood parks, subject to adjustment.
(c) Major streets, which, in future work, would be best determined beforehand.

The study of present retail areas, their potentialities and future needs was undertaken separately (Appendix III) in the Don Planning Area, helping to establish the appropriate location and extent of shopping centres and other commercial uses in the Sketch Plan. Time did not permit a full study of this kind for the Spadina Planning Area.

The result of the first efforts to develop gross residential standards and of the surveys described was the Sketch Plan of the Don Planning Area. Studies for redevelopment of a selected portion were immediately carried forward and provided detailed data on the area required for various densities of housing, residential street, and parking. Further studies of space standards led to revisions of the Sketch Plan for the Don Planning Area, after they had been tested in the Spadina Planning Area.

3. Selection of Areas for Detailed Study

In the course of preparing the first Sketch Plan for the Don Planning Area, three smaller areas were chosen for detailed study and the preparation of drawings and models. This work is described in Section IV. Three types of area were selected:

(a) a redevelopment area; where by eventual clearance in stages, the entire area could be re-organized and rebuilt.

(b) an area of fair to good buildings, now pleasing because of spacing, trees, architectural interest, and freedom from traffic, but requiring appropriate measures to maintain its attractiveness.

(c) an area of sound buildings, but lacking environmental assets.

4. Planning Principles, Don Planning Area

Certain planning principles were evolved in the case of the Don Planning Area which may be of interest:

(a) That the future development of the planning area should take place within a major grid pattern formed by the heavy traffic arteries, forming precincts or "sectors".

(b) That additional parks should be developed. All should be linked together by "fingers" in the form of landscaped walks or rights of way, wide or narrow.

(c) That high-rise housing (apartment buildings, hotels, hostels, etc.) should be located, where possible, on the border of parks and cemeteries so that open space amenities might be "borrowed", and so that the buildings themselves would be enhanced by trees and lawns. Also that advantage be taken of the views available across the valley of the Don.

(d) That apartments be concentrated close to major arteries for convenience to public transportation, but with landscaping to cut down noise, and within the sectors lacking a primary school.

(e) Conversely, that family housing (i.e. 2-3 storeys, with gardens) be chiefly located in sections in which a primary school is or will be located. This type of housing includes existing fair to good buildings.

(f) That the largest number possible of family housing units be provided, even at the expense of public open space or school ground. This is felt to be necessary so that the total population figure can be kept high, without too great an amount of high rise buildings.

(g) That certain shopping facilities (to meet the day-to-day needs of the residents) be provided within each section as redevelopment proceeds.

(h) Larger shopping centres should be deep, allowing for car parking and landscaping.

(i) Service industries may be included in district commercial centres.

(j) School grounds should be enlarged and connected with parks or other school grounds, so as to create larger open spaces.

(k) Areas should be designated so that convenient central sites at a reasonable cost are provided for non-commercial uses such as hospitals and their residences, philanthropic or cultural uses.

(l) Parking facilities should be provided in residential areas at the minimum rate of one space per housing unit.

F. Sketch Plan Proposals

1. Don Planning Area

The Sketch Plan for the Don Planning Area (Map 10) is described by discussing the various land uses and traffic facilities as follows:

(a) industrial areas

(b) housing areas

(c) commercial areas
  retail areas
  small shopping areas
  office areas

(d) institutional areas

(e) parks

(f) school sites

(g) traffic and transportation

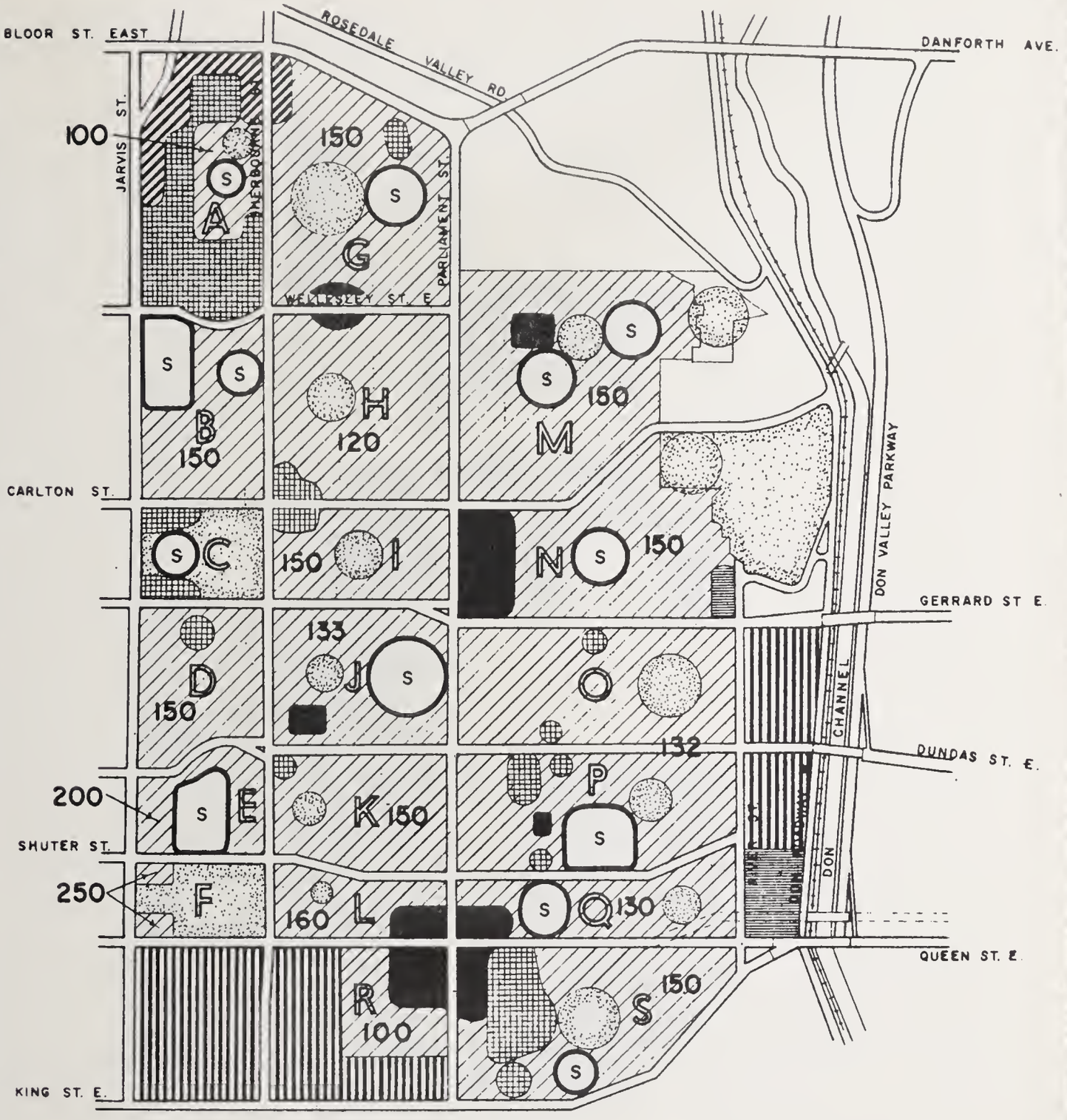
(h) residential streets

(a) Industrial Areas

The well established industrial zone which lies east of River Street and south of Gerrard Street is not shown on the Sketch Plan.

The area south of Queen Street (Sectors R and S) had been designated for industry in the Official Plan and zoning by-law, because of the poor condition of the housing, the presence of some industry and the wide range of existing and proposed transportation facilities concentrated here. About half of it, however, is still devoted to housing, despite this designation, and there has been little substantial industrial development in the area in recent years. This cast doubt upon whether the area had been properly designated and whether it might not be better used for housing.

The need for land for housing had to be weighed against the need for land for industry. Ample proof of the shortage of housing land exists, but the need for additional industrial sites had not, at the time this Sketch Plan was made, been fully analyzed.



DON PLANNING AREA

SKETCH PLAN

LEGEND

- RESIDENTIAL
- INSTITUTIONAL
- PARKS
- OFFICES
- SCHOOLS
- INDUSTRY
- SHOPPING AREAS
- MAJOR PARKING LOTS

100-250 AVERAGE NET LOT DENSITY

1000' 500' 0' 1000' 2000'

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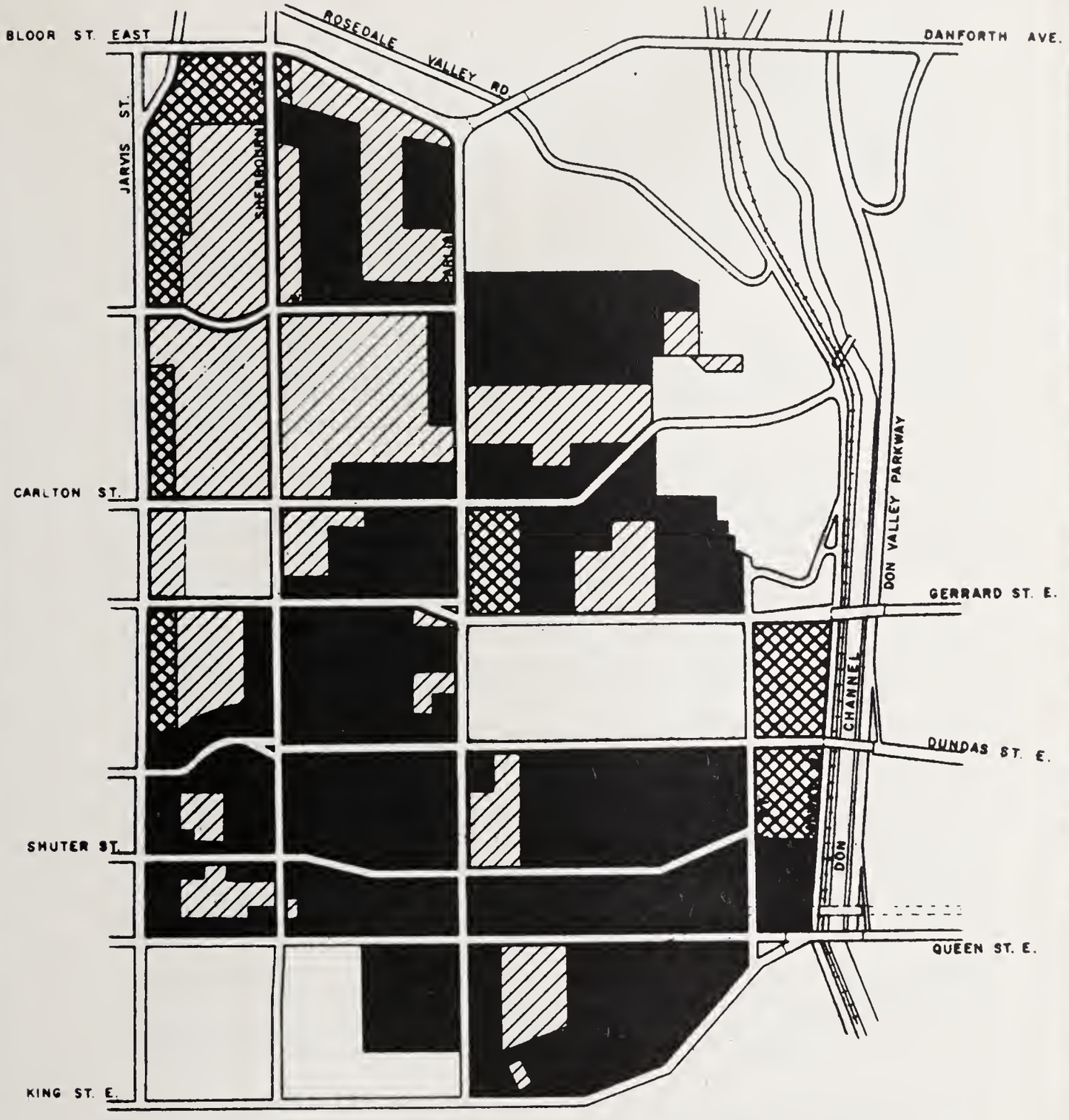

DON PLANNING AREA

GENERALIZED PLAN OF SUGGESTED TREATMENT

REDEVELOPMENT AREA
AREA OF NORMAL REBUILDING
IMPROVEMENT AREA

1000' 500' 0' 1000' 2000'

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The presence of one large Roman Catholic institution (the House of Providence), three schools and three churches in this area was an added reason why it might be retained as predominantly a housing area, with commercial development at the intersection of Parliament and Queen Streets, adjacent to St. Paul's Church. Further life could be given to these major institutions were they to serve a close-by neighbourhood. In addition, the area between Power and Sackville Streets, on King Street, contains some of the few buildings of both architectural and historical interest in the city.

It was proposed by the Study that this area be used for housing rather than industry. This would require the rerouting of heavy traffic from King Street to Eastern Avenue so as to by-pass the redevelopment area.

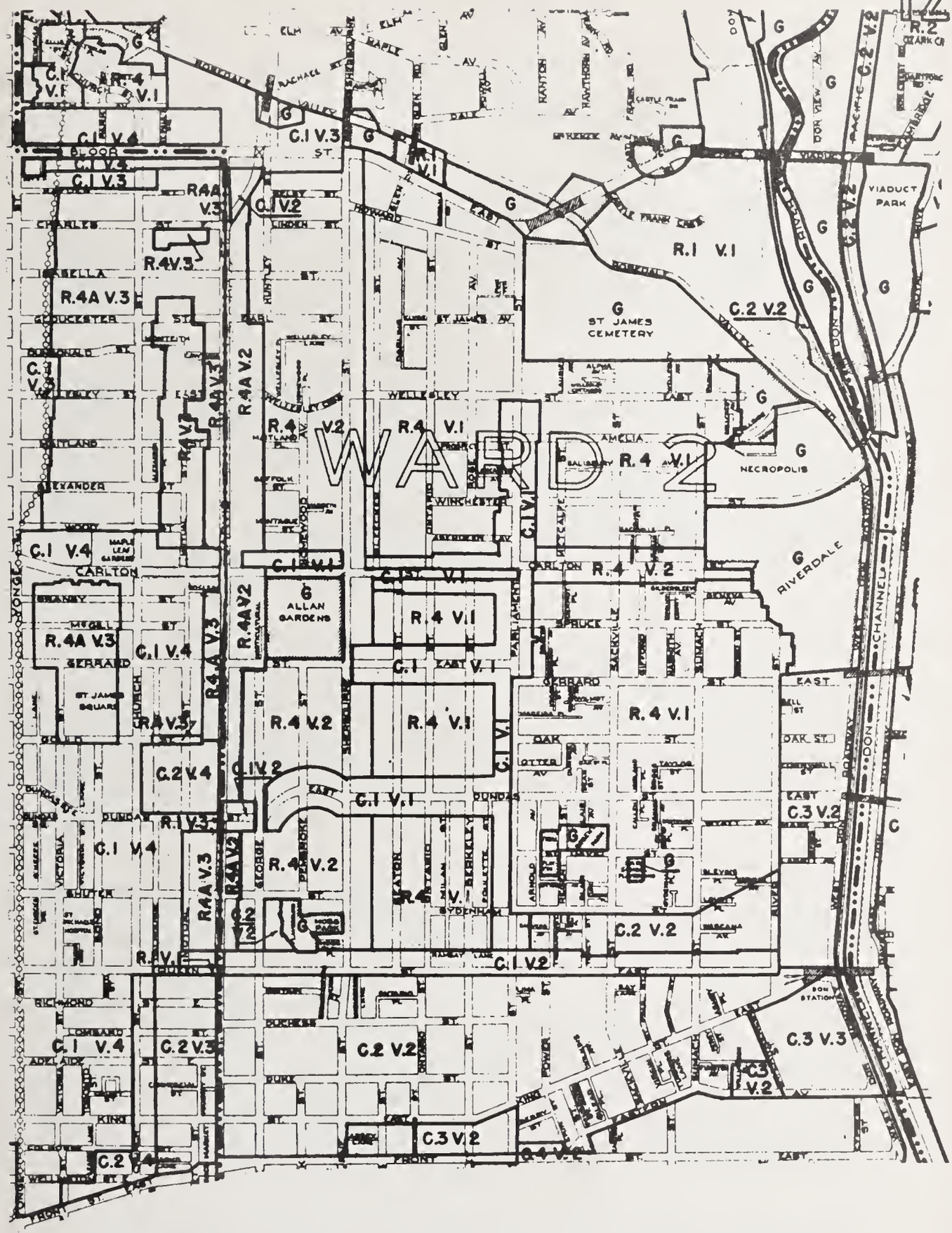
Another section now zoned for industrial use but containing a high proportion of housing lies in a rectangle formed by Parliament, Shuter, River and Queen Streets. It contains a few substantial, but not new, industrial establishments, with a commercial ribbon on Queen Street. The same arguments as to the need for housing and the limited industrial activity applied to this area as to the one south of Queen Street. In addition, if the above proposal were adopted, it would lie between two residential areas. It was, therefore, proposed that it also be used for housing.

In proposing that these areas be used for housing rather than industry, it was recognised that though the arguments seemed to justify this, there was still need for further study. In addition, the Don Valley Parkway may make them so attractive for industry and raise such traffic problems that the proposals should be reconsidered. It is a very challenging planning problem and the present proposals are put forward to raise the question of whether housing may not be the proper use for these areas.

In the preparation of the city map of Planning Propcsals the intention was to consolidate industrial uses, as far as possible, within areas that can be well served by road and rail; in this instance, areas located entirely below Queen Street.

Existing industries, some of which are in large and sound structures, are located in other parts of the Don Planning Area. By progressive relocation over a long period, these sites should be made available for housing.

According to general planning policy, some service industries of an unobnoxious type might be accommodated in areas designated as commercial or, as a result of close appraisal, in sound buildings now used by other industrial enterprises.



DON PLANNING AREA
ZONING

1000' 500' 0' 1000' 2000'

URBAN RENEWAL STUDY

CITY OF TORONTO PLANNING BOARD

1956

(b) Housing Areas

In the studies for the city as a whole, it was concluded that the present population total in the Don Planning Area should, if possible, be maintained, with higher densities where necessary to compensate for the loss of some land to uses of city-wide significance. The population now amounts to approximately 50,000.

This district was considered to be well suited to the needs of wage-earners dependent on job opportunities in industrial and downtown establishments, or casual work, and of salaried people with a preference for living in a central district. Thus a good proportion of families with children should be expected and a diversity of accommodation provided, with adequate park and school facilities. In general, it was not expected that the existing composition of the population would change substantially, except that the number of French-Canadian people in the area might become a larger proportion of the whole.

Following the policy of delimiting residential "Sectors", bounded by major streets, as planning units suited to the conditions to be found in a large built-up city, and after studying the likely traffic system in this district (see (g) below), the Area was divided into 19 "Sectors" - A to S - two of which were not designated as chiefly residential, but as parks, with a small portion devoted to institutional or residential use (C and F). Another Sector (A) was proposed to be mainly institutional.

Conforming to the map of Planning Proposals, the average net lot density of 150 persons per acre was first applied throughout the Area. After appropriate standards for the space to be devoted to community facilities and streets had been found, an actual average of 143 persons per net lot acre resulted. This came about chiefly because it seemed undesirable to raise the density of certain areas (those close to industry as well as some containing fair to good structures) above an average net lot density of 100 persons per acre. The total estimated population of 50,000 includes residents of apartment hotels which are expected to be built along Jarvis Street at a net lot density of 250 persons an acre. Table 2 gives a detailed breakdown of proposed land uses and densities for each Sector.

The proposed net lot densities in other Sectors range from 100 to 200 persons per acre according to the methods of calculation used in the Don Planning Area. These are again average figures, allowing for variations within each Sector.

The lower densities were proposed for Sectors where either family housing should be located or where a large number of existing structures were to remain. The higher densities were applied where complete reconstruction is desirable and in Sectors where school facilities do not exist and were not proposed. Specific areas for high-rise apartment buildings had been identified in the field survey: near parks, cemeteries and public transportation routes, to obtain the advantages of existing open space and accessibility for the residents.

Apart from the land taken from existing housing use for schools and other neighbourhood facilities, the chief changes from residential land use are found in the following Sectors:

A - to offices along Bloor Street and the northernmost sections of Jarvis and Sherbourne Streets, and to institutional uses, including the expansion of Wellesley Hospital.

F - to park (further studies resulted in a proposal for some housing as well as park)

N - to a consolidated major commercial area of approximately eight acres on Parliament from Carlton to Gerrard Streets.

Q - to a major commercial area focussed on the Queen-Parliament intersection.

(c) Commercial Areas

Retail Areas

The overall Planning Proposals for the city had designated "minor commercial centres" on Parliament Street, Carlton to Gerrard Streets and at Parliament and Queen Streets. In the context of the Planning Area these were important centres and further studies of the Area confirmed the locations (Appendix III). The studies suggested that neither these nor other ribbon commercial developments in the area now have much more than local or neighbourhood significance.

The commercial areas proposed are intended to be developed with off-street parking and loading areas, and designed with convenience for shoppers in mind, with open space for sitting and walking, arcades, and many of the features becoming common in suburban shopping centres.

Some space for doctors', dentists', and real estate agents' or other such offices could be provided in the larger areas, which are essentially district service centres, catering to shoppers using their cars as well as to pedestrians.

Small Shopping Areas

The proposals do not include the very small concentrations of shops or service establishments that should be found within easy walking distance of every dwelling. It was considered that only in the detailed studies required for planning specific redevelopment or improvement projects should these uses be appropriately located. This applies to gasoline stations as well.

This proposal is not in accord with the terms of the existing zoning by-law which differentiates precisely between houses and shops. If the zoning were changed to permit neighbourhood commercial uses within any such housing areas, it might require giving discretionary powers to a city official (possibly with the guidance of the Planning Board). But such delegation of powers is not permitted by the Provincial legislation governing zoning. If the zoning remains unchanged, the desired land use pattern would be jeopardized.

Office Areas

The Sketch Plan indicates office areas at the extreme northwest of the district, bordering on the major commercial development at Bloor Street. The precise extent of these areas may require more detailed study. On Jarvis Street, in particular, the proper relation of any new office buildings to the depressed entry to Mount Pleasant Road should be established.

(d) Institutional Areas

The areas designated for institutions on the Sketch Plan cover two types of institutional use: those of city-wide significance, such as Wellesley Hospital; and welfare services that require a central location in the city, particularly in Sector A which has a strategic location with respect to public transportation. The smaller areas shown designate, in general terms, many of the existing churches, fire halls, and some social centres. A greater allowance than is shown on this Plan should be made for such uses, and they should be distributed throughout the Planning Area.

(e) Parks

For the purpose of this plan, Riverdale Park was designated a "district" park, and only an appropriate small portion of table land (4.5 acres) was treated as a "neighbourhood" park, serving the immediate locality. Riverdale Park as a whole covers 104 acres, with about 30 acres on the west side of the Don River where the main city zoo is located. Proposals recently made to extend the zoo area west and south over table land running back from the crest of the slope into the river valley were also included in the recommendations of the Commissioner of Parks and Recreation. But although it would be desirable to enlarge parks wherever possible, the Study group found this very area to be an admirable site for high rise apartments overlooking the valley. And in order both to obtain sufficient land for housing and to preserve groups of good houses in the vicinity, it would be necessary to concentrate rebuilding on the land suggested for park extension.

Allan Gardens, a formal park containing a horticultural building and greenhouses, was also proposed to be extended by the City Parks Commissioner. The report containing this recommendation shows a park running from Carlton Street to Queen Street, intended to be a major downtown park around which new residential buildings would be located.

In studying the general area, the Study group concluded that a major downtown park is indeed highly desirable, but that it should be provided in a position more closely related to the central business core. Rather than creating a large north-south park development along Jarvis Street, it was proposed instead that the downtown park extend east from Metropolitan Church, north of Queen Street and south of Shuter Street, to include the present Moss Park. This would create a distinctive terminus for Jarvis Street before entering the industrial area south of Queen Street. Allan Gardens itself is shown in the Study's Sketch Plan as a neighbourhood park, extended westward to Jarvis Street to provide more grounds for the Jarvis School for Boys, and a landscaped setting for the churches at Carlton and Gerrard Streets.

The provision of an ample number of neighbourhood parks is an important feature of the Sketch Plan. A standard of 1.20 acres per 1000 population was applied over the whole Planning Area. Allan Gardens, portions of the large parks in the Don Valley, and the proposed downtown park, provide approximately 50 acres for this purpose. Small parks or playgrounds, ranging from 0.5 to 5.0 acres in size, are proposed for all the Sectors except B and D, which are adjacent to Allan Gardens, and E, just north of the downtown park.

In the redevelopment or improvement of each Sector the linking together of such parks by "green fingers" or landscaped walks would greatly enhance the value of each small park. The provision of extra park space may perhaps be achieved by the closing of some streets where through access is not essential.

(f) School Sites

The Board of Education was consulted as to its proposals for rehabilitation and replacement of schools in this district, its site and building standards, and other planning problems it faces. Advice was also obtained from the Separate School Board, whose pupils now make up 32% of all school children in grades 1 to 8 in this Planning Area. Existing school sites are generally far below Ontario standards and enrolments are very high.

The proposed sites shown have not been checked formally with the school authorities; they should be the subject of detailed discussion.

Because the morning rush traffic period coincides with school opening time, the location of major traffic routes should be observed in setting the limits of primary school districts and the location of individual schools.

The Sketch Plan shows only approximate sizes proposed for the school sites; these are suggested more precisely in Table 2. A full discussion of the site standards, arrived at on the basis of theoretical school districts, is found in Appendix IV.

Two additional public schools are proposed. They are located in Sectors M and N. A new separate school is proposed within Sector Q. Enlargement of site and building improvement are implied for many of the other schools.

(g) Traffic and Transportation

The transportation service of greatest significance to the area is the harbour. At present, the routes in this general area which make up part of the city-wide communication system are Yonge Street (Highway 11), the main north-south public transportation route; Church Street, connecting with Davenport Road; Jarvis Street, a major route joining the waterfront directly with northern suburbs; Sherbourne and Parliament Streets which are links between the waterfront and Bloor Street. Cherry Street feeds industrial traffic in and out of the central harbour area, connecting with Keating Street and Eastern Avenue. To the east of the Don, Broadview Avenue joins with O'Connor Drive and north-eastern suburbs. Minor branches of the C.P.R. and C.N.R. follow the course of the Don.

East and west is the Fleet-Keating artery to Woodbine Avenue (Highway 2). The extensive railway yards and viaduct form a substantial barrier immediately to the north. Front Street and Eastern Avenue serve the industrial district around the harbour. King Street, Yonge Street and Parliament Street are three of the original major thoroughfares in Toronto. King Street, with Queen Street, connects industrial areas east and west of the city with the central core. Queen Street is an important public transportation route feeding the downtown employment and shopping centre. Dundas Street has recently become a relatively efficient through route by its easterly extension to Kingston Road. It forms a link between Highway 5 at Bloor and at St. Clair, with Highway 2 on the east. Gerrard Street serves chiefly as a minor connecting link across the Don River. Carlton Street, an easterly extension of College Street, comes to a stop at Riverdale Park. Bloor Street, (Highway 5) is the most direct, but not the most efficient, east-west route in the city, and is highly significant in the public transportation system.

Changes in the transportation system being undertaken or planned by the various responsible authorities, and which will affect the Don Planning Area, are:

1. Lakeshore Expressway (Metropolitan Toronto Council).
2. Don Valley Parkway (Metropolitan Toronto Council).
3. Harbour extension on Toronto Bay between Jarvis and Parliament (Harbour Commissioners).
4. A rapid transit line in the vicinity of Bloor Street, and possibly another on Queen Street (Toronto Transit Commission).

The main effect on the Don Planning Area of these new developments is expected to be an increased use of the major north-south and east-west through routes. In particular, more traffic will be carried by the east-west routes feeding in and out of the Don Valley Parkway. These are Winchester Street, joining with the "Bayview extension", a secondary route on the west bank of the Don River, Gerrard Street (for which a 200 car parking lot at River Street is planned) and which also connects with the proposed road west of the Don. Dundas Street, Queen and King Streets, on the other hand, connect with both east and west branches of the Don Valley Parkway. The major interchange is to be at the Lakeshore Expressway Junction. Other Expressway connections with north-south roads are not yet decided, but it is likely that Jarvis Street will have to bear a heavy load.

The principal proposal made in the Urban Renewal Study was the eventual joining of Carlton Street to the Winchester Street connection with the "Bayview extension", providing a more direct route to Jarvis or Yonge Streets. The widening of Jarvis Street from the Lakeshore Expressway to Bloor Street was also proposed, with a centre boulevard.

Shuter Street was regarded as only a secondary link. Although it may have some significance as a local route for industrial traffic, the proposal to develop the area directly north of Queen Street as a residential area makes its use for heavy trucking undesirable. River Street is not only an important access road to the industries on the west bank of the Don; it will carry traffic to and from the Bayview extension.

The routes now used by public transportation are Sherbourne (bus), Parliament (streetcar), Queen (streetcar), Dundas (streetcar), Carlton-Gerrard (streetcar), and Bloor (streetcar). The subway station at Wellesley and Yonge Streets makes Wellesley a potential bus route.

The proposed Bloor Street rapid transit line will increase the convenience of the northern section of the Don Planning Area in relation to other parts of the city.

If rapid transit service is to be provided along Queen Street, the proposal to use the area directly to the north for housing becomes of greater importance.

All these streets, with the addition of Shuter Street and the proposed Carlton-Winchester feeder to the Don Valley Parkway, were accepted as the major road framework to be observed in undertaking residential redevelopment.

Having identified the major streets, the idea of residential "Sectors" within this framework was applied, in order to achieve maximum efficiency. The Sectors are bounded by and exclude these traffic arteries. Within each there should be a local focus - school, park or church - and a street pattern discouraging to through traffic. Whether each Sector is to be wholly or partially redeveloped, or is to be improved in some manner, it should be treated as an entity, acquiring a distinctive character of its own.

(h) Residential Streets

In determining the amount of space required for roadways giving access to dwellings within residential Sectors (exclusive of the peripheral major streets), the proposed space for parks, schools and other purposes was first deducted, then 15% of the remaining area taken as the space needed for these roadways. This allows only for actual roadways and does not include curb parking, footpaths, easements and boulevards such as are normally included within the standard 66 foot road allowance. It was assumed that, in this Area, a large number of "comprehensive schemes" of redevelopment will be undertaken. Under these schemes, much of the land now taken up by public rights of way would become an integral part of the new layout. Parking space, pathways and easements for utilities would then be included in the net lot area.

TABLE 1 - DON PLANNING AREA - Estimates for Sketch Plan
(approximate acreages)

Gross Land Total:			796.0
Less City-wide Uses:			
Cemeteries		50.0	
Industrial Areas		37.0	
Parking Lot		5.0	
Office & Hospital Areas		31.0	
		123.0	: 673.0
Less District Park and Roadway		26.0	: 647.0

Gross Residential Area = 647.0

The following table assumes that the greater proportion of this area will be redeveloped in comprehensive schemes and that the residential street area will be kept at a minimum of 1.25 acres or less per 1000 population(1).

Average Net Lot Density = 150 persons per net lot acre
Gross Density = 75 persons per gross residential acre

Resulting Population on 647.0 acres = 48,500 (50,000 assumed)

Requirements	Standards acres/1000	75/a acres	75/a % distrib.	Sketch Plan(2) acres	Sketch Plan(2) % distrib.
Net Lot Area	6.67	333.5	50.0	352.0	54.4
Res. Street Area	1.25(1)	62.5	9.3	50.9	7.9
Primary Schools	1.00	50.0	7.5	41.5	6.4
Other Schools	.50	25.0	3.7	20.5	3.2
Neighbourhood Park	1.20	60.0	9.0	53.7	8.3
Retail and Other Uses	1.25	62.5	9.3	51.6	7.9
Major Street Areas	1.50	75.0	11.2	77.0	11.9
		668.5	100.0	647.2	100.0

(1) - See G. Standards for Community Facilities.
(2) - See Table 2 and Map 10

TABLE 2 - PROPOSED DISTRIBUTION OF LAND USES AND POPULATION IN DON PLANNING AREA SKETCH PLAN

Figures in Acres

Sector	Sector Area (Major Streets excluded and city-wide uses deducted).	Primary School(s) (S)= Separate (P)=Public	Other School(s)	Neighbour-hood Park	Other Uses	Retail	Total Community Facilities	Res. Area Incl. Res Streets.	Allowing 15% for Res. Streets.*	Net Lot Density Rate persons/ acre	Population
A	12.2	3.0(S)	-	.8	.5	-	4.3	7.9	6.7	100	670
B	29.0	3.0(S)	10.0	-	1.0	-	14.0	15.0	12.7	150	1905
C	15.0	-	4.5	10.5	-	-	15.0	-	-	-	-
D	24.0	-	-	-	1.0	-	1.0	23.0	19.6	150	2940
E	16.0	4.5(P)	-	-	-	-	4.5	11.5	9.8	200	1960
F	13.0	-	-	11.0	-	-	11.0	2.0	2.0	250	500
G	49.5	5.0(P)	-	5.0	1.0	2.0	13.0	36.5	31.0	150	4650
H	44.0	-	-	2.0	1.0	2.0	5.0	39.0	33.2	120	3984
I	21.0	-	-	2.0	1.0	-	3.0	18.0	15.3	150	2295
J	32.0	-	6.0	1.5	1.0	2.0	10.5	21.5	18.3	133	2433
K	26.0	-	-	1.8	1.0	-	2.8	23.2	19.7	150	2955
L	14.0	-	-	.5	-	1.5	2.0	12.0	10.2	160	1632
M	60.0	9.0(P&S)	-	5.7	1.0	2.0	17.7	42.3	36.1	150	5415
N	48.0	5.0(P)	-	4.5	1.0	8.0	18.5	29.5	25.1	150	3765
O	42.5	-	-	2.0	1.0	-	3.0	39.5	39.0	(	(
P	41.0	6.0(P)	-	2.0	2.0	1.0	11.0	30.0	29.0	(132	(9000
Q	24.0	3.0(S)	-	.5	-	1.6	5.1	18.9	16.1	130	2093
R	13.0	-	-	.5	1.0	6.0	7.5	5.5	4.7	100	470
S	46.0	3.0(P)	-	3.4	9.0	3.0	18.4	27.6	23.5	150	3525
TOTAL:	570.2	41.5	20.5	53.7	22.5	29.1	167.3	402.9	352.0		50,192

* - Less in F, (proposed commercial apartment area) and O and P (Regent Park, North and South)

Note: This table provides more precise acreages than those shown on Map 10 which is diagrammatic only.

The experience gained in working out both a plan and standards for the Don Planning Area enabled the Study group to prepare a plan for the Spadina Planning Area in a relatively short time. One of the greatest advantages was a more precise knowledge of the way the net density proposals worked out in three dimensions. The redevelopment plan and model for the "Queen-Dundas" Detailed Study Area made clear the likely results in bulk and spacing of buildings at 60, 100, 150 and 200 persons per net residential acre. Thus it was possible to apply an average gross residential density figure to individual Sectors (again established by the major street system) so as to arrive at a total population figure with confidence that sufficient space for local community facilities could be provided.

The Sketch Plan for the Spadina Planning Area is described under the same heads as for the Don Planning Area (See Map 13):

(a) industrial areas

(b) housing areas

(c) commercial areas
retail areas
office areas

(d) institutional areas

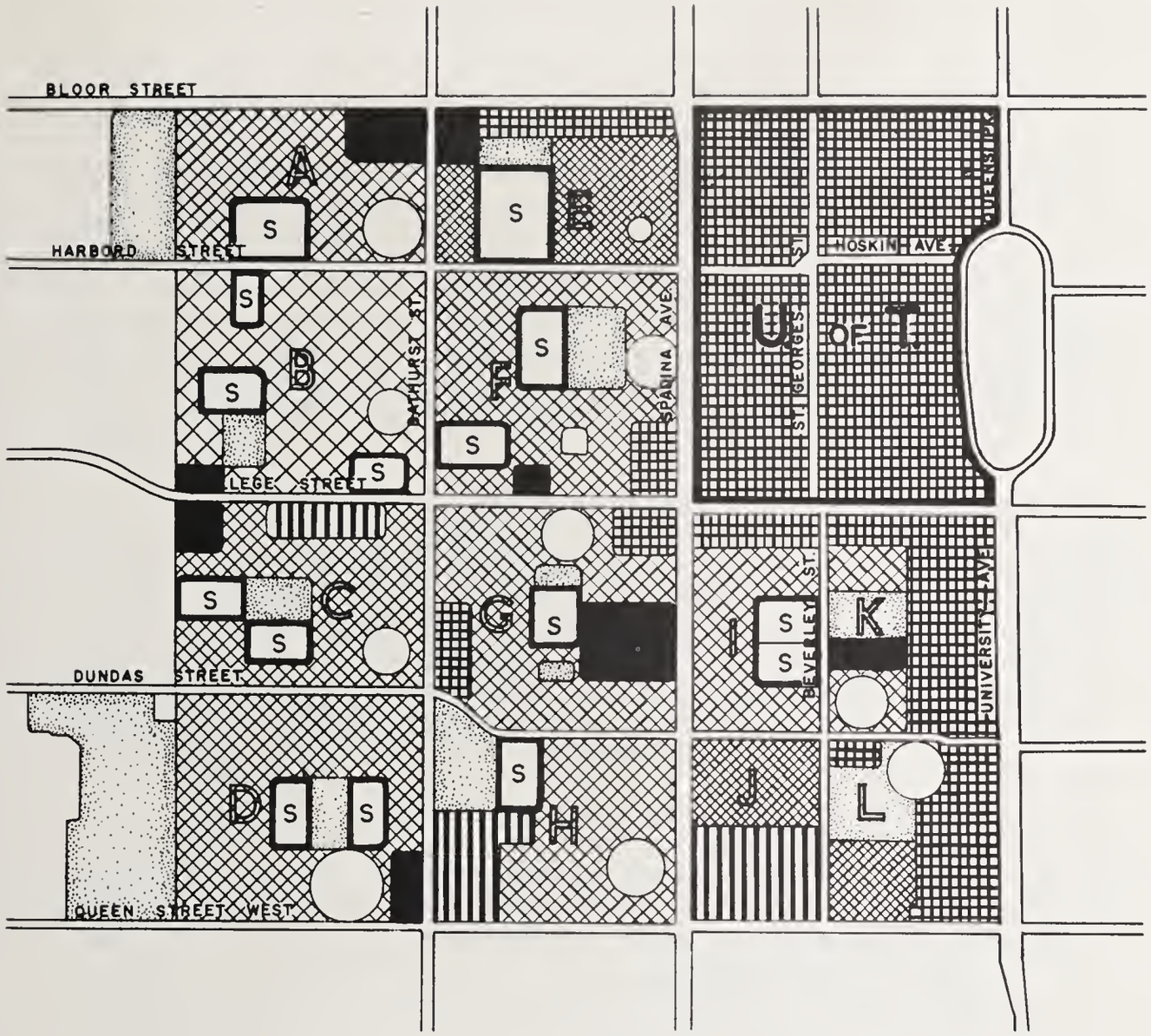
(e) parks

(f) school sites

(g) traffic and transportation

(h) residential streets

Again the Planning Area land use proposals reflected those in the overall city map of Planning Proposals. Certain changes, however, were suggested, particularly in the distribution of industrial areas. Compared with the Don Planning Area, the present population and land use pattern are a more elaborate mosaic.



SPADINA PLANNING AREA
SKETCH PLAN

LEGEND

- RESIDENTIAL 100
- RESIDENTIAL 150
- RESIDENTIAL 200

PERSONS PER NET LOT ACRE

- PARKS
- SCHOOLS
- SHOPPING CENTRES
- MAJOR INSTITUTIONS & OFFICES
- INDUSTRY
- LOCAL INSTITUTIONS

1000' 0' 1000' 2000'

URBAN RENEWAL STUDY

CITY OF TORONTO PLANNING BOARD 1956

(a) Industrial Areas

All areas south of Queen Street are zoned for industrial use. Whatever small residential areas remain are substandard, industrial uses predominating throughout.

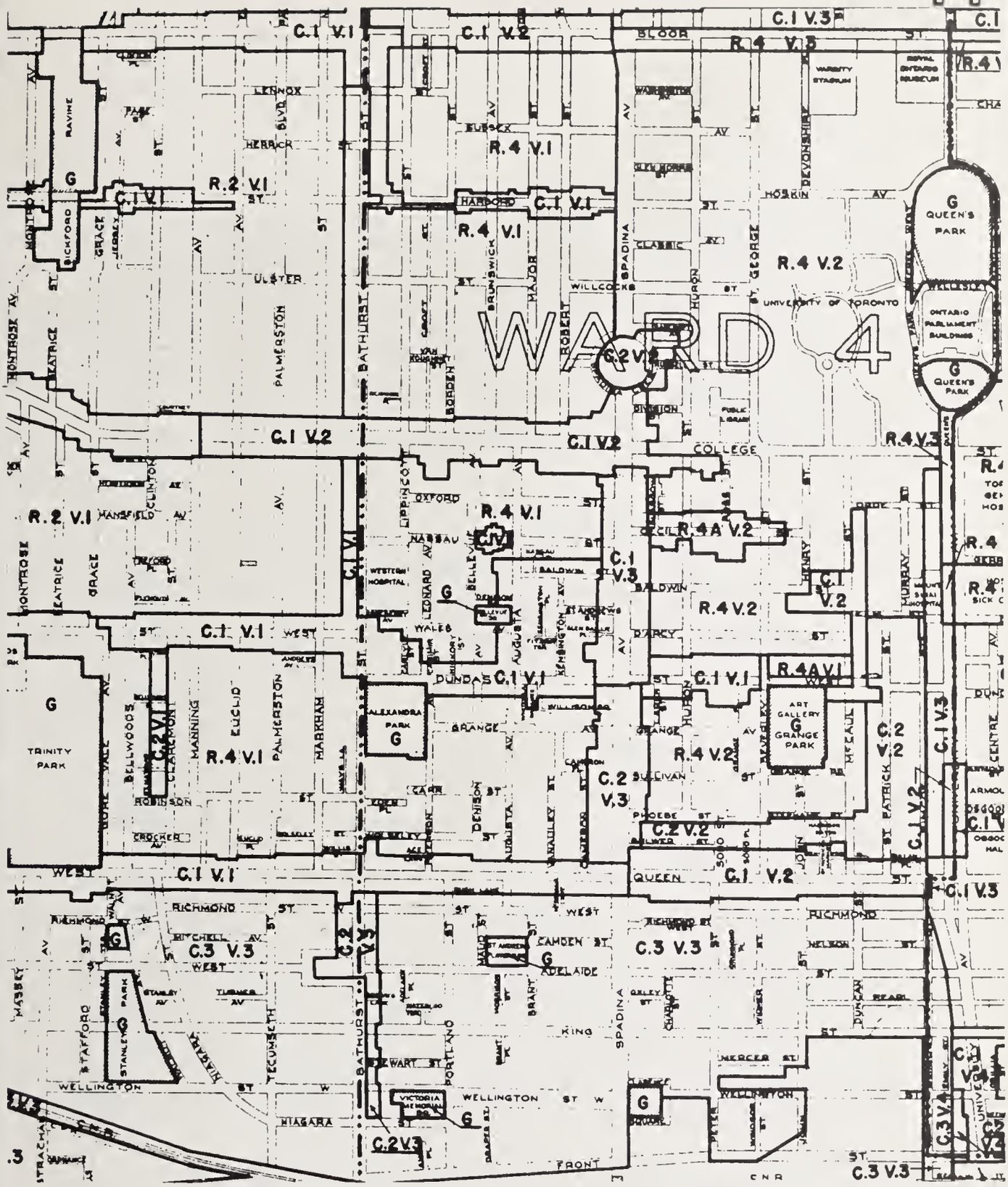
There are several substantial industrial establishments now located at scattered points north of Queen Street. If not retained on their present sites these may well be provided for at more strategic locations within the Area. Industries needing to be close to the downtown area and those employing women are logical in this district.

It was recognized in earlier studies that the area acted as a reception centre for newly-arrived immigrants from Europe. It seems usual for the immigrant family to make what is to the settled Canadian an extraordinary effort to establish itself financially. A maximum income is derived by filling houses with roomers. Wives as well as adult children add to the family income. It is therefore reasonable that there should be accessible places of employment, particularly those using female labour, so long as the industries do not have a detrimental effect on nearby residential districts.

Appropriate locations for such industries and for other closely linked with downtown retail outlets were proposed: on the south side of College Street, between Manning and Palmerston Avenues, the east side of Bathurst Street between Queen Street and Alexandra Park, the east side of Spadina Avenue between Queen and Dundas Streets, where commercial uses related to industry might also be expected. The recently extended O'Keefe Brewery at Dundas and McCaul Streets is allowed for as a permanent establishment although it is located within an area where the predominant use should be office and institutional buildings.

(b) Housing Areas

Population studies for this Planning Area revealed a high proportion of single people, no doubt reflecting the presence of University students, newly arrived workers, and the predominantly male Chinese community.



SPADINA PLANNING AREA
ZONING

1000' 500' 0 1000' 2000'

URBAN RENEWAL STUDY

CITY OF TORONTO PLANNING BOARD

1956.

Related to the city as a whole, this district is suitable for downtown and industrial workers, and should continue to be an area in which newcomers first settle. It was not assumed that the ethnic groupings now evident within one area or another would harden into permanent communities or should be planned for as such. Rather, it was thought that in the redevelopment or improvement of specific areas generous allowance should be made for open-air markets, community centres, hostels for single people, with special attention given to parks and recreation facilities. In this way, the ebb and flow of changing population could be accommodated with opportunities provided for retaining old customs and for adopting new ones.

An important question is whether, with the high density of population which has to be maintained in this district, it will be possible to have a proportion of houses for ownership. The chance of owning property may be one of the chief attractions of Canadian life for people from other countries. If so, a way should be found to satisfy this desire in areas where multiple housing will predominate.

As in the Don Planning Area one of the main objectives was to maintain at least the present population total. In 1954, this was approximately 62,000, of which 4,200 lived in the area proposed in the Sketch Plan for further University development (Sectors I, J, M and N). The residential areas shown on the Sketch Plan can house a population of about 57,000, roughly equivalent to the present population within that area, if savings in land are achieved by redevelopment projects which provide minimum residential street allowances. But if the street allowances are maintained at a proportion of 25% of the net residential land and residential streets, only about 52,000 can be accommodated at the same average net lot density of 150/a. The alternatives are shown in Table 3. To avoid large-scale displacement of people from this Area, a choice must therefore be made between higher net lot densities and a reduction of the land devoted to street allowances.

Studies of housing types possible under various densities allowed the application of one average net lot density figure over each sector. This is to be preferred to attempting to define precisely the areas within a Sector on which to place an estimated density. It was then possible to take the gross residential acreages and calculate the total ultimate population and the total space required for housing, streets and local community facilities. The distribution of land uses and densities is shown in Table 4.

The existing overall net lot density of 128 persons per acre becomes nearly 150 persons per acre. Between College and Queen Streets the present net lot density varies from 117/acre to 165/acre (Sector G); between College and Bloor Street (excluding the proposed University Area) from 104/acre to 119/acre. The density should be maintained at 100/acre in Sector B where redevelopment will not be extensive. It is raised to 200/acre in three Sectors where new public transit services are planned: Sectors E, J and L. The remaining Sectors are proposed to have a net density of 150/acre. Over the whole Planning Area the resulting average density is 149 persons per net lot acre.

Extensive redistribution of land use is proposed on Spadina Avenue, from the Spadina Circle southwards, and throughout the areas lying between Dundas Street and Queen Street - Sectors D, H, J and L, which contain a large number of industrial establishments intermixed with deteriorated housing. The latter areas, in particular, urgently require detailed study with a view to complete redevelopment, in order not only to provide a better standard of accommodation but also to sort out housing from industry.

(c) Commercial Areas

Retail Areas

According to the city map of Planning Proposals, "minor commercial centres" were to be further developed and improved at Spadina Avenue and Queen Street, Spadina Avenue and College Street, Bloor and Bathurst Streets, and College Street near Clinton Street.

On closer study, two major changes were made in this policy. The area near the intersection of Queen Street and Spadina Avenue was proposed as a suitable site for industry; and the Baldwin Street-St. Andrews Street market area was considered more appropriate for expansion than the retail area at Spadina and College Street, which was proposed instead as primarily for office building development.

In the course of field survey three small areas suitable for shopping centres were identified: at Bathurst and Queen Streets, Bellevue Avenue and College Street, and Baldwin Street at Henry Street.

As in the Don Planning Area, the "corner-store" type of shopping has not been provided for in the Sketch Plan but it can be part of any subsequent detailed proposals.

Office Areas

Sites for offices are recommended principally along University Avenue and directly south of the University on College Street, with a concentration at the Spadina Circle and south of College Street on Spadina Avenue. Another area is proposed just west of Spadina Avenue on Bloor Street. These locations are intended to provide space for institutional uses as well, particularly those providing city-wide services.

(d) Institutional Areas

A major extension of the University area west to Spadina Avenue between College and Bloor Streets had been recommended in the city map of Planning Proposals. This is reaffirmed in the Sketch Plan. In addition to the areas described for office and institutional uses, allowance was made for the expansion of Western Hospital.

The local institutional areas shown schematically do not show actual sites, but indicate the provision of a reasonable amount of space for meeting the need for halls, churches, fire and police stations and other local requirements.

(e) Parks

Queen's Park is considered to be a "special use" park, relatively inaccessible to residents of the Spadina Planning Area. Trinity Park (31 acres) is designated as a "district" park serving a large population to the west as well as the people of this Planning Area. Willowvale Park to the north and west fulfils a similar function.

Within the Planning Area, there are now only three parks: Grange Park, the site of the Art Gallery; Alexandra Park at Dundas and Bathurst Streets; and a small square in Sector G. Bickford Ravine, like Trinity Park, lies on the boundary of the Planning Area. Neither are cut off by a major artery and can therefore be considered as part of this Area in estimating public open space.

The required neighbourhood parklands are distributed according to the standards adopted for each density, but they were adjusted in some areas so as to make room for other necessary uses. Sector G is a case in point, having a large commercial area.

7.0 acres are "borrowed" from Trinity and Bickford Parks to fulfil neighbourhood park needs.

Grange Park is intended to serve as another substantial downtown park for the enjoyment of workers as well as residents.

(f) School Sites

Theoretical primary school districts were again defined as a basis for locating new schools to meet the needs of the population expected according to the proposed densities.

Two senior schools, in Sectors B and H were provided for. Sites of the existing secondary schools - Harbord Collegiate and Central Technical School (in Sectors A and E respectively) are proposed to be extended to approximately double their present size.

The school sites vary one acre more or less from the suggested minimum of 5 acres. The reason for proposing three 4 acre sites in Sector B is that space had to be found in either Sector B or F for a senior school in addition to two primary schools. The lower density of B would result in housing suited to families with children; this Sector was therefore decided as the proper location for an additional school. This adjustment was the only one required in applying the space standards for schools discussed under G. - Gross Residential Area Standards. In addition to proposed extension of existing school sites, a total of six new school sites are proposed, one senior, two public primary, and three separate primary, with four sites released for other uses.

(g) Traffic & Transportation

The division of the Planning Area into residential Sectors reflects the designation of the major through routes.

The important projects affecting this Area being discussed by municipal authorities at the time of the Study were:

1. The extension northward of Spadina Avenue as a multi-lane artery connecting with Highway 401.

   The use of Huron Street as a north-bound one-way street, north of the Spadina Circle, had also been suggested as part of this system. (Metropolitan Toronto Council).

2. A rapid transit line paralleling Bloor Street, but not yet precisely located. Less definite proposals for a rapid transit route on or near Queen Street were also being discussed. A loop connection with the Yonge Street line had been proposed on University Avenue from Front Street northward. (Toronto Transit Commission)

3. Proposed northward extension of St. George Street. (City of Toronto Traffic Division)

In preparing its city-wide Planning Proposals, the Urban Renewal Study had selected Dundas Street as a potential major traffic and public transportation route joining the proposed north-west highway from Barrie with downtown and eastern parts of the city. It was believed that improvement of this route could be combined with redevelopment of the frontage properties, many of which are in poor condition.

It was proposed, therefore, that shopping areas should be concentrated on College Street or Queen Street so as to avoid an intermixture of pedestrians and heavy traffic.

Proximity to the proposed rapid transit lines led to the designation of areas bordering Bloor and Queen Streets, closest to University Avenue, for high density residential development.

The north-south routes in the Planning Area will probably be relieved of traffic congestion by improvements in Avenue Road north of Bloor Street and in Spadina Avenue. With Bathurst Street connecting the Lakeshore to the extreme north of the Metropolitan area, and Ossington Avenue as a major link between Bloor and Queen Streets, the most urgent need is to widen Spadina above Bloor Street and to continue it northwards to Highway 401. If Avenue Road is made more efficient throughout its length, it should not be necessary to use St. George as a through route.

The Spadina circle is not shown on the Sketch Plan, but this does not signify a proposal to remove it. The east-west routes: Bloor, Harbord, College, Dundas and Queen Streets are expected to be more intensively used and should be thoroughly improved as efficient feeder routes to and from Spadina Avenue and the city centre.

Whether or not a rapid transit route is constructed near Bloor Street, it is doubtful if there is a need for an east-west expressway on the same route. A through limited access artery of major proportions should, however, be located north of Bloor Street, where it would act as an important and necessary link between the Don Valley Parkway and the proposed Barrie Highway extension to the Lakeshore expressway. It would then serve industrial areas and essential city and inter-city traffic.

(h) Residential Streets

Like the Don Planning Area, this district is one in which renewal by "comprehensive schemes" of redevelopment is likely to be required over at least two-thirds of its entire area. Thus, a saving in the amount of land to be devoted to road allowance can be achieved, giving more land to net lot area, parks and other essential local uses.

Alternatives in the provision of street area and the result in land use distribution and population are given in Table 3.

TABLE 3 - SPADINA PLANNING AREA - Estimates for Sketch Plan (approximate acreages)

Gross Land Total: (University Area already deducted) 863.2

Less City-wide Uses:		
Hospital Area	9.0	
Industrial Areas	48.6	
District Park	-	
Office and Institutional Areas	65.1	
	122.7	740.5

Gross Residential Area = 740.5

The following table indicates how the proportion of residential streets affects the population resulting from a given average net lot density, with other space standards per 1000 persons remaining the same.

Average Net Lot Density = 150 persons per net lot acre

Acres of Residential Streets/1000	Resulting Gross Density	Resulting Population on 740.5 acres
2.25	70/gross acre	51,800
1.25	75/gross acre	55,500

Requirements	Standards Acre/1000	75/a Acres	75/a % Distrib.	70/a Acres	70/a % Distrib.	Sketch Plan[3] (pop. = 56,600) Acres	Sketch Plan[3] (pop. = 56,600) % Distrib.
Net Lot Area	6.67	370.2	50.0	345.5	46.4	379.2	50.7
Resid.St.Area	See(1)&(2)	69.4[1]	9.3	116.6[2]	15.7	69.6	9.3
Prim.Schools	1.00	55.5	7.5	51.8	7.0	55.0	7.4
Other Schools	.50	27.8	3.7	25.9	3.5	27.0	3.6
Neighb.Parks	1.20	66.6	9.0	62.2	8.3	63.3[4]	8.5
Retail,Other	1.25	69.4	9.3	64.8	8.7	68.7	9.2
Major St.Area	1.50	83.3	11.2	77.7	10.4	84.7	11.3
		742.2	100.0	744.5	100.0	747.5	100.0

(1) 1.25 acres of residential street per 1000 persons
(2) 2.25 " " " " " 1000 "
(3) See Table 4 and Map 13
(4) 7.0 acres borrowed from Trinity and Bickford Parks.

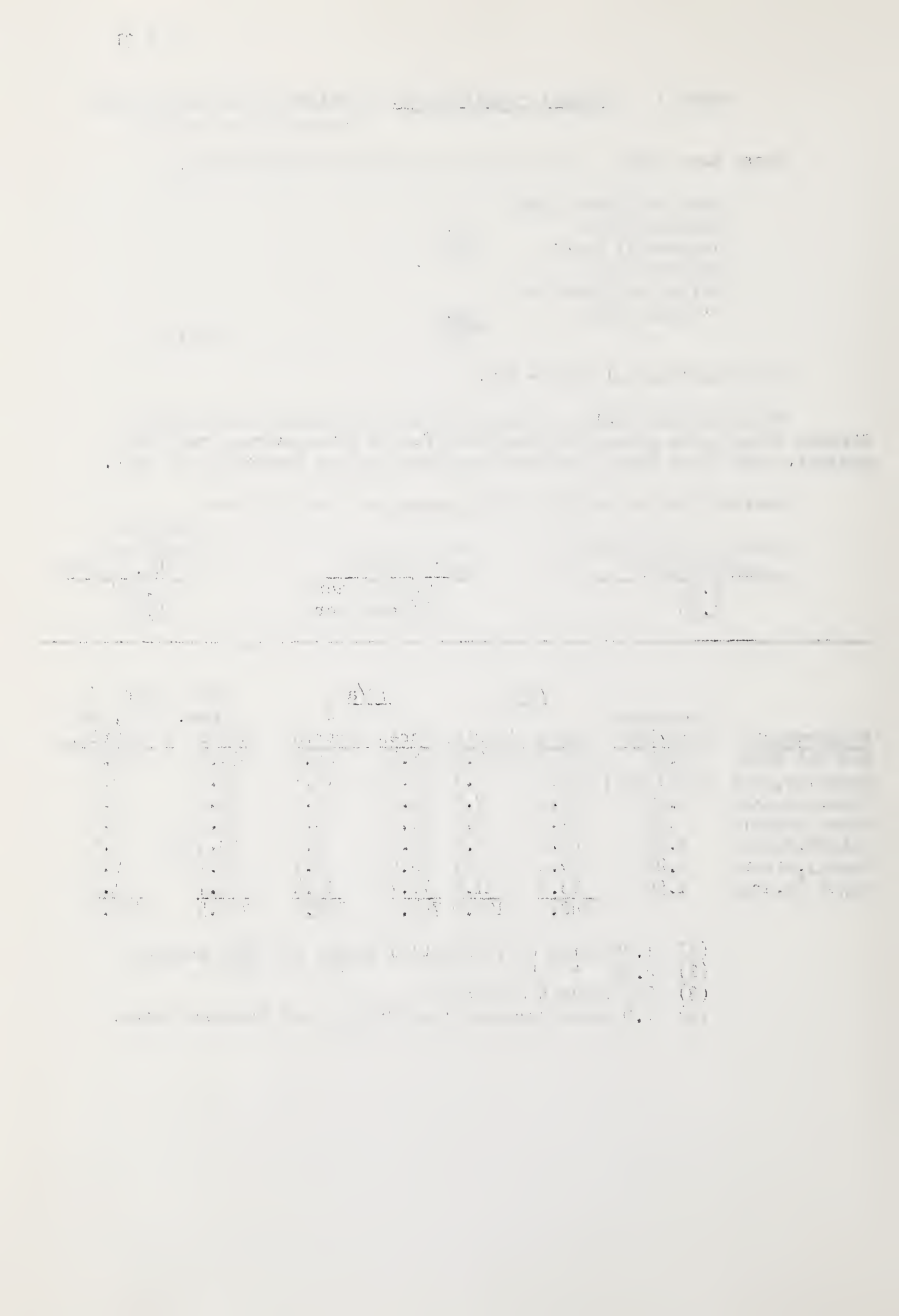


TABLE 4 - PROPOSED LAND USE AND POPULATION DISTRIBUTION, STRUMA PLANNING AREA SECTOR PLAN

Figures in Acres

Sector	Gross Area After Deducting City-Wide Uses	Persons Gross Acre	No. of Persons	Primary School(s)	Other Schools	Neighbourhood Park	Other Uses	Retail	Major Streets	Residential (1) Streets	Net Lot Area	Total Area
A	66.1	75	5000	-	8.0	-	3.9	7.0	7.5	6.3	33.4	66.1
B	94.4	60	5600	8.0 - 2	5.0	3.4	1.8	2.0	8.4	9.8	56.0	94.4
C	71.5	75	5500	10.0 - 2	-	4.0	1.7	4.0	8.2	6.9	36.7	71.5
D	90.6	75	6800	10.0 - 2	-	6.8	5.7	4.0	10.2	8.5	45.4	90.6
E	58.0	95	5500	-	9.0	4.0	.8	3.8	8.2	4.7	27.5	58.0
F	86.4	75	6500	12.0 - 2	--	7.6	3.6	2.0	9.7	8.1	43.4	86.4
G	78.7	75	6000	5.0	-	3.0	2.2	12.0	9.0	7.5	40.0	78.7
H	65.0	75	5000	-	5.0	9.0	3.9	-	7.5	6.3	33.3	65.0
I,K	80.6	75	6000	10.0 - 2	-	7.0	4.1	3.0	9.0	7.5	40.0	80.6
J,L	49.2	95	4700	-	-	11.5	3.2	-	7.0	4.0	23.5	49.2
TOTAL	740.5	76	56,600	55.0	27.0	56.3	30.9	37.8	84.7	69.6	379.2	740.5

(1) At 1.25 acres per 1000 population.

Excluding areas in Bickford & Trinity Parks

Note: This table provides more precise acreages than those shown on Map 13 which is diagrammatic only.

G. STANDARDS FOR COMMUNITY FACILITIES

Reasons for establishing space standards for community facilities as well as housing have already been mentioned in Section II. G. City Standards and in this Section under E. Working Procedures in Preparing a Sketch Plan for a Planning Area. The sites required for the community facilities to serve a normal residential area cannot be known until population estimates are made. Average net lot density figures, applying only to the sites for dwellings, private open space and off-street parking facilities, were derived from siting studies. To estimate the total population for a predominantly residential area, at a proposed net lot density, a corresponding average gross density figure must be found which takes into account the land required for streets, schools, parks and other component parts of a residential district. To arrive at this figure, one method is to apply area standards for these facilities in acres per thousand population. Many standards for school sites, playgrounds and the rest have been devised, but most of them have been intended for application to new developments in open land. Reference was made to three exhaustive studies of the subject(1) in the course of working out a set of standards that may be reasonable for a city of Toronto's age, built-up condition and massive size. A full discussion of standards for the densities proposed will be found in Appendix IV.

"Planning Areas" had been suggested of such a size that they could safely be treated independently in developing urban renewal measures. They were intended to be wider than any one improvement or development scheme that might be proposed, and large enough to judge most of the side-effects of projects such as a proposed expressway or a rapid transit line. In many such areas, facilities of city-wide significance exist or should be proposed in overall plans for the city as a whole. In estimating the land needed for these uses in the Planning Areas, the Study was guided by the map of Planning Proposals, but made several changes in the land use plan for the Spadina Planning Area.

(1) a. Committee on the Hygiene of Housing, American Public Health Association, Planning the Neighborhood, Public Administration Service, Chicago, 1948.

b. Ministry of Housing and Local Government, The Density of Residential Areas, London, 1952.

c. International Congress for Housing and Town Planning, Housing Density, Edinburgh, 1954.

Major industrial, commercial and institutional uses and large parks are best determined on the basis of a complete city-wide analysis. In making proposals for further Planning Areas, those uses should be deducted before making gross residential area calculations. Major streets, which should also be planned on a city-wide scale, traverse all parts of the city and therefore have to be provided for in every section; a highly tentative standard is suggested, which should perhaps be abandoned when major street plans have been prepared and adopted. The remaining "district" and "neighbourhood" community facilities (outlined under Section II. G. City Standards), are covered by the proposed space standards, with the important exception of "district" parks. Because these parks, of 15 to 50 acres or more, are relatively fixed in size and position when compared to small parks and other types of land use, and because they may serve more than one district, it was thought that plans for extending or changing such parks should be prepared on a city-wide basis.

The proposed average net lot densities require the following amounts of net residential lot area per thousand persons:

Net Residential Lot Area Required per 1000 persons

Persons	Acres
200	5.00
150	6.67
100	10.00
60	16.67

Standards for residential streets (as distinct from major streets) were suggested for two circumstances:

(a) for areas requiring improvement only, with few changes in the present street pattern and almost no demolition or replacement of buildings.

(b) for areas where "comprehensive schemes" of redevelopment will predominate and thus where full off-street parking can be provided and the land devoted to "street allowances" can be kept down to about 15% of the lot and roadway area. Both provide less street area per thousand as density rises, reflecting the decreasing need for road space to give access to each dwelling unit.

Average Net Lot Density persons/a	Net Lot Area acres/1000	Residential Street Area acres/1000		Total Net Lot Area & Residential Sts. acres/1000	
		(a)	(b)	(a)	(b)
200	5.00	1.50	.85	7.50	5.85
150	6.67	2.25	1.25	8.92	8.12
100	10.00	3.00	1.75	13.25	11.75
60	16.67	6.00	3.50	22.67	20.17

The land remaining has to accommodate the major streets, parks, school sites, shopping and institutional areas required by the population of each density zone. The rates per thousand population for each use at each average net lot density determines the final gross density figure. These rates per thousand should be judged by whether enough land is provided for the designated purpose - for example, whether the rate for parks is high enough in a low density area to supply an adequate number of parks of a practical size at convenient locations. When this and similar questions have been answered, the gross density figure corresponding to each average net lot density may be established with some confidence. Table 5 on page 35 gives the individual rates per thousand as proposed. School requirements are reduced by one half in the highest density areas, which, in the Planning Proposals map, take up only 2% of all residential areas. The rates for neighbourhood parks are increased at the two highest densities, with the purpose of compensating the residents of apartments and other multiple dwellings for the loss of gardens and privacy. A very general figure covers shopping and sites required for other uses, allowing a variation according to local conditions. Together with the tentative rate per thousand for major streets the combined space standards result in the following gross acreage per 1000 for each net density, and the equivalent gross density figure:

Average Net Density persons/acre	Total acres per 1000 for residential land, residential streets, community facilities		Resulting Gross Density persons/acre	
	(a)	(b)	(a)	(b)
200	11.20	10.55	90	95
150	14.37	13.37	70	75
100	18.25	16.75	55	60
60	28.17	25.17	35	40

Although the net density increases 233% from 60 to 200 persons per net lot acre, the gross densities rise by only 137 to 157%, because almost all of the space required for community facilities increases with the population.

TABLE 5 - PROPOSED AVERAGE NET LOT DENSITIES, SPACE STANDARDS AND PERCENTAGE DISTRIBUTION OF COMMUNITY FACILITIES

for

(a) Improvement Areas.
(b) Areas where "comprehensive schemes" of redevelopment should predominate

SPACE STANDARDS ACRES/1000

Proposed Average Net Lot Density Persons/Acre	Net Lot Area	Resid. Streets (a)	Resid. Streets (b)	Primary Schools	Other Schools	Neighbourhood Parks	Retail and Other Uses (1)	Major Streets	TOTAL (a)	TOTAL (b)	Resulting Gross Densities Persons/Acre (a)	Resulting Gross Densities Persons/Acre (b)
200	5.00	1.50	.85	.50	.25	1.20	1.25	1.50	11.20	10.55	90	95
150	6.67	2.25	1.25	1.00	.50	1.20	1.25	1.50	14.37	13.37	70	75
100	10.00	3.00	1.75	1.00	.50	1.00	1.25	1.50	18.25	17.00	55	59
60	16.67	6.00	3.50	1.50	.75	1.00	1.25	1.50	28.67	26.17	35	38

PERCENTAGE DISTRIBUTION

Average Net Densities Persons/Acre	Net Lot Area	Resid. Streets	Primary Schools	Other Schools	Neighbourhood Parks	Retail and Other Uses	Major Streets	TOTAL	CORRESPONDING GROSS DENSITIES PERSONS/ACRE
(a)									
200	44.64	13.40	4.46	2.23	10.71	11.16	13.40	100.00	90
150	46.41	15.66	6.96	3.48	8.35	8.70	10.44	100.00	70
100	54.79	16.44	5.48	2.74	5.48	6.85	8.22	100.00	55
60	58.14	20.93	5.23	2.62	3.49	4.36	5.23	100.00	35
(b)									
200	47.39	8.06	4.74	2.37	11.37	11.85	14.22	100.00	95
150	49.90	9.34	7.48	3.74	8.98	9.34	11.22	100.00	75
100	58.83	10.30	5.88	2.94	5.88	7.35	8.82	100.00	60*
60	63.70	13.37	5.73	2.87	3.82	4.78	5.73	100.00	40*

(1) Can be divided equally until adjusted to local conditions.

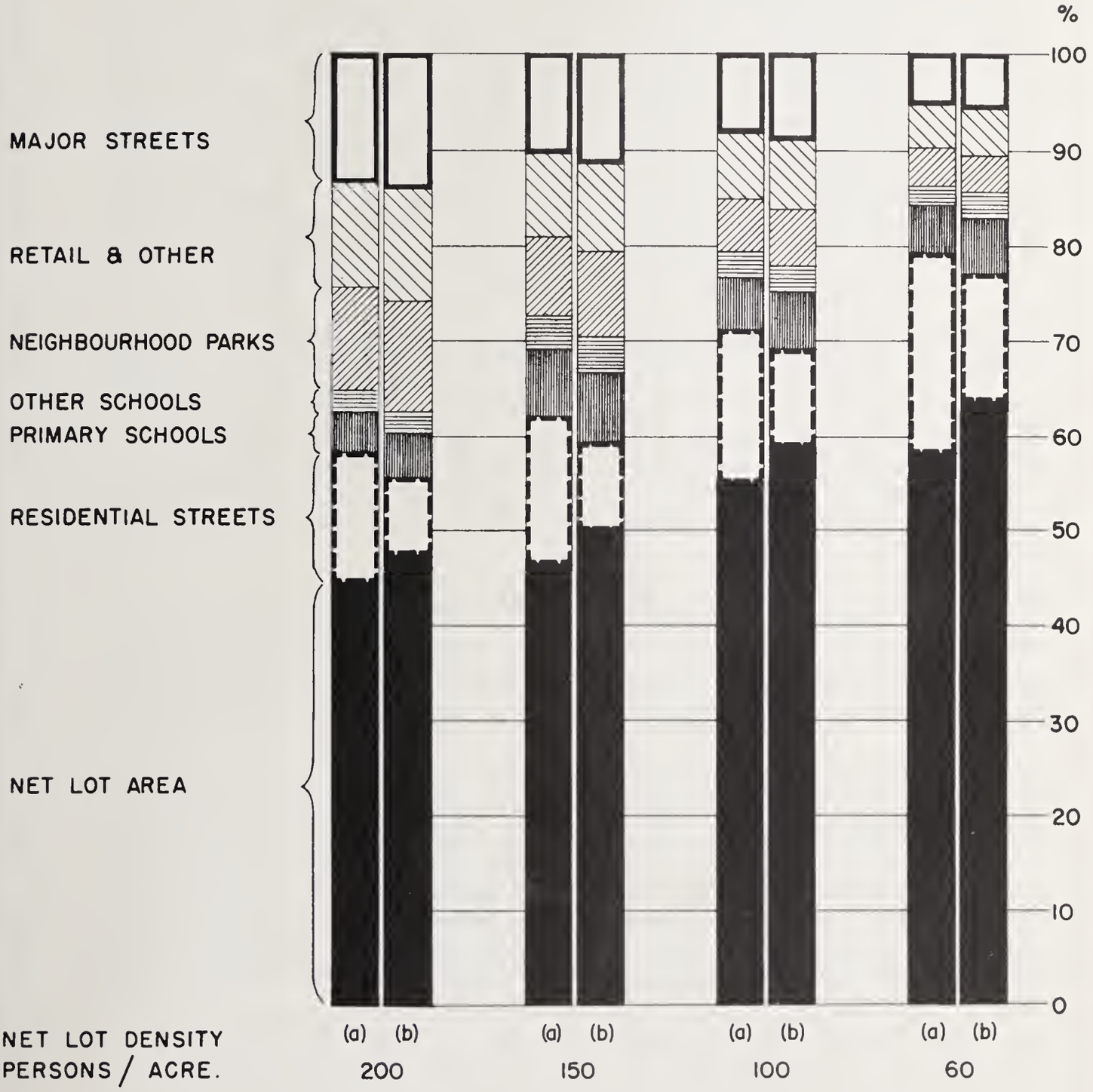
*rounded to the nearest 5

CHART 1

PERCENTAGE DISTRIBUTION OF SPACE FOR COMMUNITY FACILITIES IN AREAS OF VARIOUS NET LOT DENSITIES ACCORDING TO PROPOSED SPACE STANDARDS

(a) IMPROVEMENT AREAS

(b) AREAS WHERE "COMPREHENSIVE SCHEMES" OF REDEVELOPMENT SHOULD PREDOMINATE



SEE TABLE No. 5

URBAN RENEWAL STUDY
CITY OF TORONTO PLANNING BOARD 1956.

H. Comments and Observations

As a method of amplifying city-wide planning proposals as they apply to particular areas, the definition of Planning Areas and the working out of Sketch Plans for each one proved satisfactory. The method may well be extended to cover the entire city in order to produce a full planning and urban renewal programme. The general proposals for the city as a whole can thus be elaborated and the implementing measures determined for each Planning Area. Each such Area should be large enough so that the interaction of all parts may be seen; each should also be small enough to bring into relief any special local characteristics or conditions. The identity of Planning Areas may depend on natural or artificial boundaries (Rosedale), or some uniting factor within a district: common use of secondary schools (North Toronto) or historical development (the Junction).

It should be emphasized that the Study's Sketch Plans are tentative. They can be made final only when a number of assumptions on which the planning proposals were based are established as valid.

The space standards for community facilities, worked out in relation to population density are important contributions, essential for the preparation of plans for Planning Areas. Some of the standards have yet to be confirmed by further study and discussion with authorities concerned.

The Sketch Plan and the accompanying generalized plan of suggested treatment for the Don Planning Area indicate the range of action that will be necessary. The proposals will be very costly to undertake and must be implemented over a period of years. A complete programme can be worked out only if similar studies are made for all parts of the city, cost estimates obtained and relative priorities decided.

The Planning Areas selected were considered to be those where policy most urgently needs to be determined. The downtown commercial core also demands attention, but its complex character requires more intensive analysis than was possible in the course of the Study. Not all parts of the two Planning Areas studied are to be considered as having a higher priority than other places in the city. Although one or two sections deserve the highest priority, it is intended that Planning Areas be identified and studied throughout the city so as to arrive

at a complete, balanced programme, in which several areas might have a higher priority than some within the Planning Areas studied. The city has a limited financial capacity; it is therefore essential that estimates of cost be made and the relative urgency of different parts of the programme be assessed. A capital budget should be prepared, establishing priorities and showing the capital works which can be financed over given periods. Plans for the various Planning Areas should be supplemented by programmes showing the work to be carried out. On this basis capital budgets should be prepared: the various parts can then reinforce one another and serve as the essential basis for co-ordinated action among all concerned.

SECTION IV. DETAILED STUDIES OF SAMPLE SECTIONS OF A PLANNING AREA

A. Purpose

The chief purpose in studying and preparing specific plans for small areas within the Don Planning Area was to develop and illustrate the types of treatment necessary to give longer life, greater stability and increased usefulness to given areas. These vary in structural and neighbourhood quality, requiring either outright redevelopment or less drastic forms of treatment. The proposals were intended to point the way to a vigorous, imaginative and effective programme of renewal.

B. Principles

An underlying principle in preparing detailed proposals for specific areas was that projects undertaken and regulations enforced in any given area (an individual city lot, several properties assembled for rebuilding, or a wider area of comprehensive redevelopment), should comply with an overall plan and set of policies for the city, agreed upon by the city government.

Once a plan of this kind has been adopted, the measures required for continuous renewal can be established and put into operation so as to contribute to the achievement of the plan. Both public and private developers can carry out individual undertakings within this general framework of a plan for the city and, in addition, a Sketch Plan for a Planning Area surrounding any one project, fitting into the city-wide plan.

An overall plan of redevelopment and renewal will set out the various public works and other measures to be carried out and will be an important basis for city financing and administration. The sample redevelopment and improvement projects prepared by the Study illustrate the extent and type of work to be done. These and similar studies can be used in estimating the financing and scheduling of a thoroughgoing urban renewal programme.

C. Selection of Detailed Study Areas

The three study areas selected cover three commonly found conditions:

1. An area where progressive clearance, reorganization and rebuilding is required because of prevailing blight and other pressures

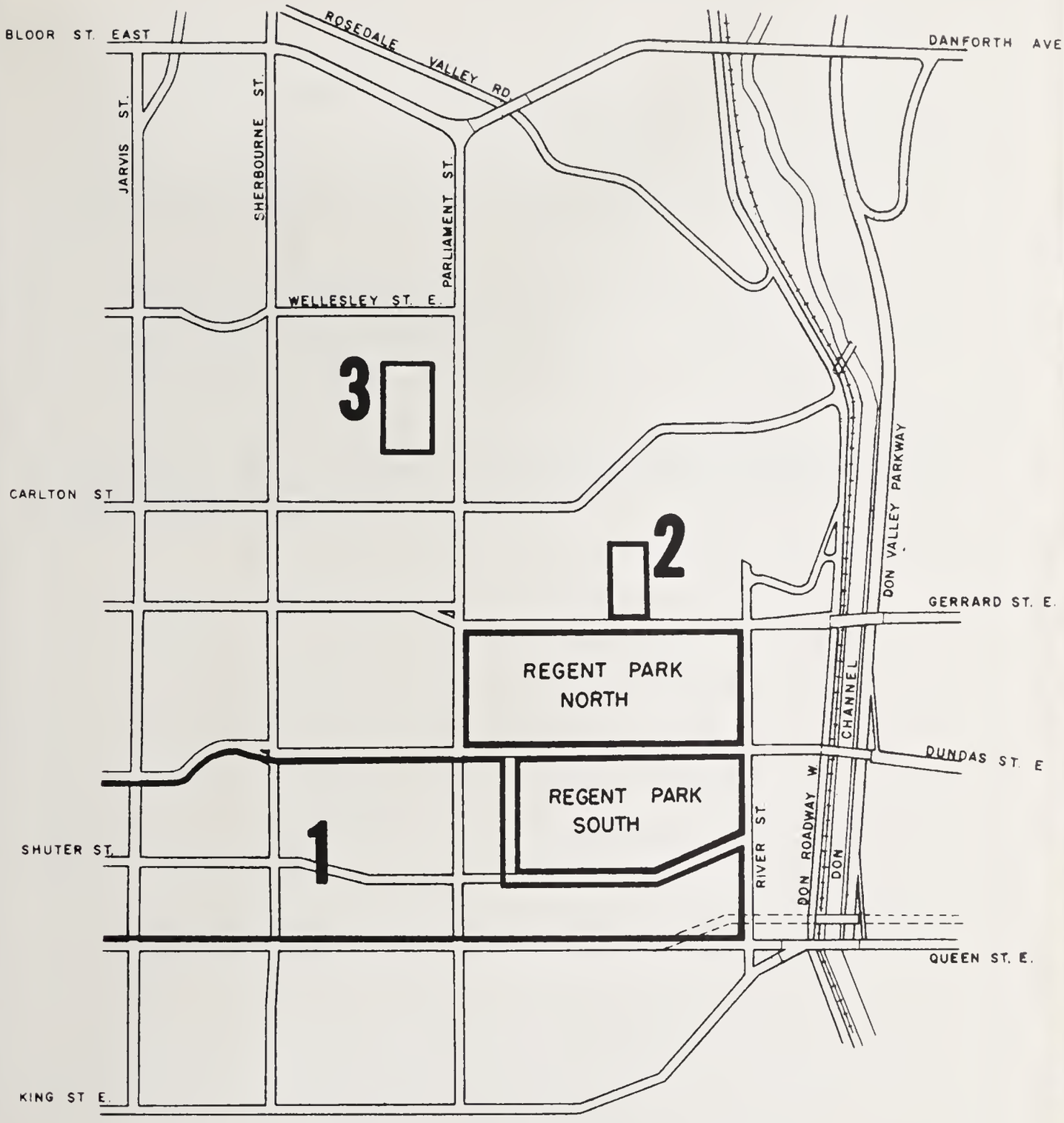
Reasons for selecting the area bounded by Bond, Dundas, River and Queen Streets, known as the "Queen-Dundas Detailed Study Area", were as follows:

(a) the prevalence of poor buildings throughout the area,
(b) the anticipated impact of the Don Valley Parkway,
(c) the possible effect of changes in nearby downtown and industrial areas,
(d) the possibility of a rapid transit line along Queen Street, and
(e) the proposal made by the City Parks Commissioner to create a major downtown park including the area lying between Jarvis and Sherbourne Streets, north of Queen Street, extending to Carlton Street.

2. An area containing some houses of doubtful structural quality, having an attractive street area, and requiring several types of improvement

A short block - Rose Avenue, south of Prospect Street, and the lots fronting on Winchester Street - made up an area selected because of

(a) the need to help the good buildings maintain their value and to prevent deterioration of the less sound structures,
(b) the possibility of preserving its existing freedom from through traffic, despite the increased use of nearby streets on completion of the Don Valley Parkway,
(c) the opportunity to maintain and improve an area of some architectural interest providing a pleasant environment, and
(d) the possible demolition of Winchester School on an adjoining site, freeing the space for park use.



DON PLANNING AREA
DETAILED STUDY AREAS

1 REDEVELOPMENT
2 IMPROVEMENT of STREET
3 IMPROVEMENT of STREET and STRUCTURES

1000' 500' 0' 1000' 2000'

URBAN RENEWAL STUDY

CITY OF TORONTO PLANNING BOARD 1956

3. An area of sound building, requiring improvements to the street area

The short block - Nasmith Avenue - between Gerrard Street East and Spruce Avenue, with the Regent Park North project at one end and at the other a group of Toronto Housing Company dwellings built 40 years ago, was selected for the following reasons:

(a) the fair to good quality of existing houses, their uniformity in plan, and life expectancy of at least 20 years,
(b) the two multiple housing developments of good quality, old and new, in the close vicinity, and
(c) the need to increase the attractiveness of the street area.

For the Spadina Planning Area, the area most similar in condition to the Queen-Dundas section, requiring progressive redevelopment was identified, but not studied. It is bounded by Trinity Park, Dundas Street, Simcoe Street and Queen Street.

D. Material Used in Studies

The following material was used in preparing proposals for Detailed Study Areas(1).

1. Population characteristics derived from an analysis of the Planning Area population related to city data.

2. Existing Land Use Map, 1":50' (See Map 16) showing the street pattern, individual buildings and lots.

3. Field Survey Map, 1":50' (See Map 17) showing the state of repair of sound structures estimated to have a life expectancy of 25 years and/or of architectural value. The survey schedule is reproduced in Appendix V.

4. Fire Underwriters' Atlas for the City of Toronto, 1":50', showing:
   - Structural material, including exterior material
   - Street allowance dimensions
   - Lot lines
   - Heights of buildings (number of stories)
   - Street numbers
   - Use of structures
   - Building area

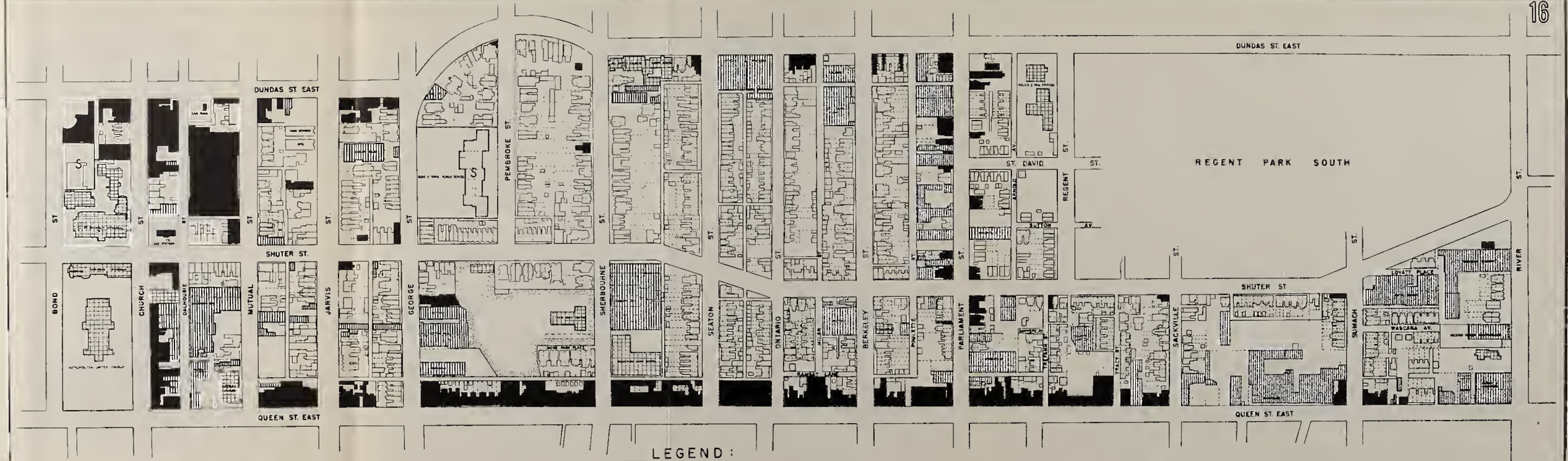
5. Utilities Map (See Map 18), Utilities Co-ordinating Committee, City of Toronto, showing:
   - Water mains
   - Sewer mains
   - Gas mains
   - Electrical services
   - Telephone services
   - Street trees

6. City of Toronto Assessment Rolls giving:
   - Persons per dwelling
   - Area of properties
   - Assessment of land and of buildings

   These provide existing net residential density, and assessment data for analysis concerning tax revenue. Together with data from 4. above, they provide figures for existing building coverage and floor space index.

7. Sketch Plan for the Don Planning Area, 1":300' (See Map 10) showing proposed density distribution, land uses and transportation proposals.

(1) - Items 1. to 3. were used chiefly in studies of the "Queen-Dundas" area.



LEGEND :
- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PARKLAND
- INSTITUTIONAL
- S SCHOOLS

QUEEN-DUNDAS DETAILED STUDY AREA

EXISTING LAND USE

URBAN RENEWAL STUDY
CITY OF TORONTO PLANNING BOARD

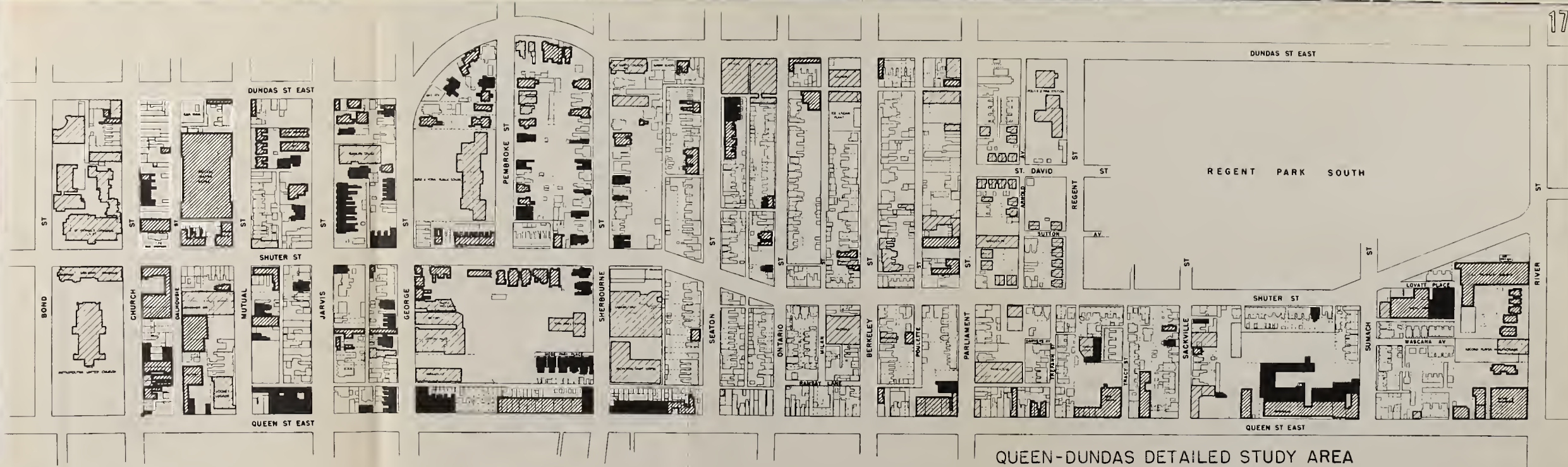
GOOD

FAIR

POOR

STATE OF REPAIR

OF BUILDINGS OF FAIR TO GOOD STRUCTURAL QUALITY



QUEEN-DUNDAS DETAILED STUDY AREA

STATE OF REPAIR

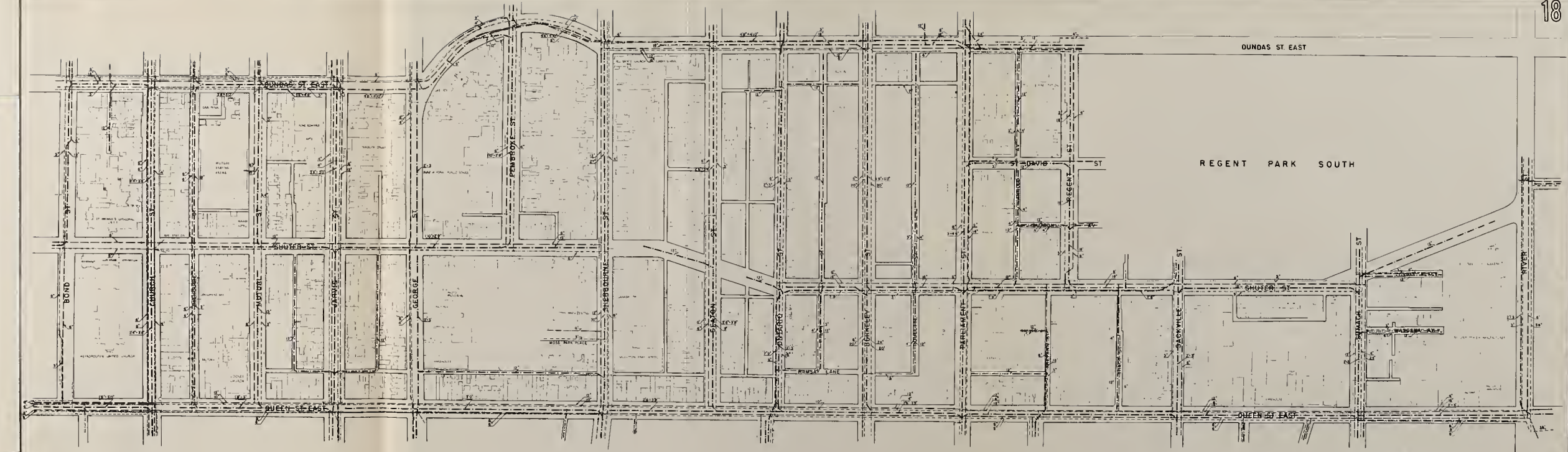
OF STRUCTURES FAIR & GOOD QUALITY

LEGEND

- GOOD
- FAIR
- POOR
- STRUCTURES OF POOR QUALITY

URBAN RENEWAL STUDY
CITY OF TORONTO PLANNING BOARD

JAN. 1956



PUBLIC UTILITIES
QUEEN-DUNDAS DETAILED STUDY AREA

LEGEND
- SEWERS
- WATER
- GAS
- HYDRO
- TELEPHONE

PA.II

URBAN RENEWAL STUDY
CITY OF TORONTO PLANNING BOARD

JAN. 1956

E. Working Procedures

The steps followed in preparing plans for the three areas under detailed study are described below:

1. "Queen-Dundas" Area

(a) All existing open spaces were appraised to determine their present use and future possibilities.

(b) All areas ripe for redevelopment were identified, and other areas studied for "life expectancy".

(c) A tentative plan of land use and density was made.

(d) Three-dimensional experiments with density and land use were carried out at 1/8":1', or 1:100 scale with the use of wooden blocks, each representing a type and number of units, as standard buildings for this part of the Study.

(e) The tentative land use plan was revised.

(f) With the overall plan in mind, buildings to be maintained at the end of 25 or 30 years were identified, and a field check made of trees.

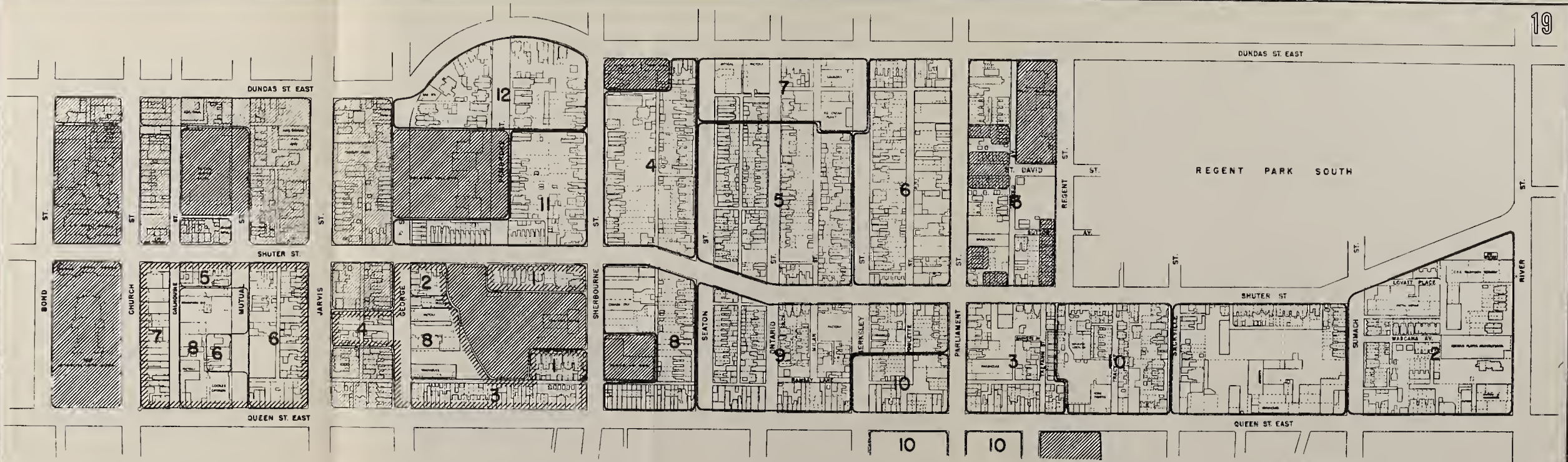
(g) The tentative land use plan was again revised to show ultimate development in a general way.

(h) A staging programme was developed. The final proposals for staging are shown in Map 19.

(i) Scale models of standard buildings at 100':1" were made for use in experimental siting studies.

(j) Concurrently with steps (a) to (i), a schedule of dwelling unit distribution by type of unit was developed for the whole Planning Area (See Appendix II). This was now applied to the Queen-Dundas section, helping to establish the final types of buildings and density proposals (see Table 6, Maps 20 and 21).

(k) Final plans of proposed densities (Map 20) and of siting (Map 21) were prepared, showing land use, and a scale model at 100' to 1" was made.



LEGEND:

- AREA OF NORMAL REBUILDING
- PARK AREA ADDITIONS
- BUILDINGS TO BE RETAINED
- 1 - 13 SUGGESTED PRIORITIES IN REDEVELOPMENT

QUEEN-DUNDAS DETAILED STUDY AREA
POSSIBLE STAGING PLAN

URBAN RENEWAL STUDY
CITY OF TORONTO PLANNING BOARD

(l) Areas were designated for maintenance by either a managing agency (the city or owner) or by tenants.

(m) An analysis of assessment roll data as to density, coverage, ratio of assessment on land to assessment on buildings of fair and good structural quality, according to their current state of repair (good, fair or poor) and for buildings of poor structural quality was made. The assessment data can also be used to estimate the possible costs of acquisition.

The intentions in the staging programme prepared in Step (h) were:

(a) to create the least disturbance to surrounding areas;

(b) to avoid moving many people out of the area during the re-development, giving dislocated families an opportunity to move into other parts of the area;

(c) to provide a wide distribution of types of units at all stages;

(d) to allow the least obnoxious industries to operate either until they leave or are required to move out to make way for housing;

(e) to allow for a new shopping centre to be developed in stages;

(f) to maintain the soundest houses until the last, avoiding the dislocation of families in relatively good accommodation;

(g) to respect all buildings worth preserving; new buildings may be constructed adjoining them, and the streets enhanced by planting trees and improving the street pattern, but in every case, the existing structures of good quality should be retained;

(h) in creating the proposed downtown park over a 25 to 30 year period, to allow the large but not obnoxious industries to operate until the final stage, developing the park so that the industries can operate without interfering with the park and vice versa.

2. Nasmith Street and Rose Avenue

(a) Notes were made on a 50':1" map see D. Material Used in Studies 4.) on:

(i) location of good trees, their height and spread
(ii) spacing of buildings and quality of structures (external appraisal only) and any good features of the existing layout of street and buildings.
(iii) condition of public area - streets, lanes, sidewalks.
(iv) disposition and condition of public street furniture (overhead wires, street lamps, litter bins, public phone booths, hydrants, mailboxes, signs, park benches, school and park fences, etc.)

(b) Net residential density, building coverage and floor area ratio were analyzed.

(c) Bearing in mind the proposals made in the Sketch Plan for this and surrounding areas, a plan was prepared showing possible treatment of public space, with additional notations as to possible improvements to the structures and the private lot area.

(d) The plan was checked by field survey.

(e) A final plan showing proposed public improvements was prepared. For Rose Avenue, alternative plans were made, one assuming single ownership of the properties.

F. Dwelling Unit Distribution

A schedule of dwelling units required to suit the existing population composition was prepared for the Don Planning Area as a whole. The preparation of a redevelopment plan for a small area was an opportunity to apply this theoretical data to a specific scheme.

Appendix II contains the distribution schedule for the Area as a whole. This was applied to the estimated future population for the "Queen-Dundas" detailed study area. An average overall net lot density of 150 persons an acre, giving an assumed gross density of 75 persons an acre would result in a population of 8100 on the gross area of 108 acres. The net residential area was about 57 acres and from this was deducted 6.5 acres, the approximate area of the sites adjoining Jarvis Street. These were designated as sites for hotels or commercial apartment buildings. The net lot area over which to distribute the population was thus 50 acres, providing space at 150/net lot acre for 7500 persons. Table 6 indicates the distribution of units in the appropriate types to fit the estimated composition of this population.

TABLE 6 - Queen-Dundas Detailed Study Area (1)

Estimate of Unit Distribution

Population Assumed = 7,500 (150/net lot acre on 50.0 acres)

Accommo-dation	Persons Per Unit	Composition of (2) Household	% Distrib. of Persons	Distrib. of 7,500 Persons	Distrib. of Units	Habitable Rooms Per Unit	TOTAL No. Rooms
Hostel	-	Single	2.2	165	-	-	-
Type of Units.							
Bachel-or	1	Single	3.3	247	247 (11.0%)	1 (1.0P/HR) (3)	247
1 Bedrm.	2	2 Single	5.5	414	207		
	2	Couple	7.7	576	288		
			13.2	990	495 (22.1%)	2 (1.0P/HR)	990
2 Bedrm.	3	Couple +1	8.6	645	215		
	3	2 P. 1 Ch.	12.5	938	313	3 (1.0P/HR)	1584
			21.1	1583	528 (23.6%)		
3 Bedrm.	4	Couple +2	11.5	863	215		
	4	2 P.1Ch.+1	4.1	308	77		
	4	2 P.2Ch.	17.7	1327	332		
	5	2 P.2Ch.+1	1.9	142	28	4 (1.08P/HR)	3312
	5	2 P.3Ch.	8.5	638	128		
	6	2 P.4Ch.	3.8	285	48		
			47.5	3564	828 (37.0%)		
4 Bedrm.	5	2 P.2Ch.+1	2.0	150	30		
	6	2 P.3Ch.+1	1.8	135	23		
	6	2P.4Ch.	1.3	97	16	5 (1.24P/HR)	470
	8	2P.5Ch. (av.6)	2.7	203	25		
			7.8	585	94 (4.2%)		
5 Bedrm.	7	2 P.4Ch.+1	1.1	82	12		
	8	2 P.5Ch. (av 6)	2.7	202	25		
	9	2 P.5Ch. (av 6)+1	1.1	82	9	6 (1.33P/HR)	276
			4.9	366	46 (2.1%		
TOTAL			100.0	7500 (7335 in units)	2238		6879

(1) See Appendix II for assumed composition of population and corresponding distribution of types of units in Don Planning Area.

(2) e.g. Single + 2 = Single person and 2 others;
2 P. 1 Ch. + 2 = 2 parents, one child and 2 others.

(3) P/HR = persons per habitable room.

G. Proposals (See Maps 20 and 21)

1. Queen-Dundas Detailed Study Area

Only the ultimate proposals for redevelopment of the Queen-Dundas area will be described briefly here. The staging programme is shown in plan form (Map 19) and the intentions behind the programme have already been discussed under E. Working Procedures.

The area for detailed study was extended west of Jarvis Street to Bond Street in order to relate it more closely to development of the downtown business area. The proposal for a downtown park was first put forward in the Sketch Plan for the Don Planning Area.

Other features of the Sketch Plan which are carried into a more detailed form in these proposals are:

a. Density: See net lot area proposals in F. Table 6 and Map 20.

b. Land Use: City-wide and district uses

c. Land Use: Local community facilities

d. Transportation: Major streets and rapid transit

e. Housing: Housing types and siting

a. Density:

The 150 persons per net lot acre density was found to accommodate a variety of housing types, ranging from bachelor units in tall apartment buildings to row-houses for families and for elderly people. Housing types are discussed more fully in later pages.

The density distribution map (20) indicates the general net lot density pattern, with high net lot densities near main public transportation routes and overlooking open space. Low net density areas are close to schools, away from heavy traffic routes and in combination with existing sound dwellings.

Satisfactory building types were developed and, as a result of siting studies, the following densities were arrived at:

Type of Housing	Net Lot Density
	Persons per net lot acre
Existing semi-detached, and row housing	70 - 90
Row housing: one storey (for elderly people), two storey (3 and 4 bedroom units) and three storey (5 bedroom units).	90 - 110
3 to 4 storey walk-up apartment buildings and blocks containing maisonettes.	110 - 150
High rise apartment buildings: either "point blocks" possibly of 15 storeys, or "slab" blocks of perhaps 14 to 17 storeys, with surface parking.	150 - 200
High rise apartment buildings of 13 to 20 storeys with underground parking.	200 and over.

b. Land Use: City-wide or District Facilities

The park, extending from Jarvis Street between Queen and Shuter Streets to Church Street just east of the Metropolitan Church, is intended as a recreation area for downtown workers as well as people of the nearby district. It is proposed to contain a restaurant and to be developed for quiet relaxation. An underpass connects it with a park east of Jarvis Street which is chiefly for neighbourhood use but is also an additional area to be enjoyed by the daytime population downtown.

North of Shuter Street and west of Jarvis Street, dominated by St. Michael's Cathedral and Mutual Street Arena is proposed as a commercial area with a large parking lot.

In the final scheme, residential hotels were proposed for all sites along Jarvis Street including a small part of the area bounded by Jarvis, Shuter, Sherbourne and Queen Streets. In the plan, Jarvis Street is widened and provided with a boulevard of trees. This will echo the appearance and traffic capacity of University Avenue, on the west side of the downtown area.

c. Land Use: Local Community Facilities

To the west of the Don Planning Area, which is bounded by Jarvis Street, are two principal churches of the city: St. Michael's Cathedral and Metropolitan United Church. The plan is designed to give each greater prominence and to enhance their fine appearance by creating more landscaped open space as a setting. Within the Planning Area, the intentions of the Sketch Plan are carried out in extending the site of the Duke of York School on three sides.

The need for a new separate school to the north of Queen Street, where the main residential area is located, is fulfilled by the suggested 3-acre site just north and west of St. Paul's Church. According to the recommendation of an official of the Separate School Board, a classroom building of three storeys is shown, with an auditorium. Another location considered for this school was an area close to the southwest corner of Parliament and Dundas Streets, but proximity to the church was believed to be more desirable.

The newly-built Police and Fire Station is shown at Regent and Dundas Streets.

Among the churches now situated in and near this area are All Saint's (Anglican) and St. Paul's (Roman Catholic) on Power, south of Queen Street. In both instances it is proposed to open up the surrounding area.

Neighbourhood park need had been established in the Sketch Plan. It has been satisfied by proposals for three small parks or playgrounds in the areas east of Sherbourne Street, totalling two acres. In the south-west section, the main neighbourhood park of 11 acres is proposed to have the following recreation facilities in addition to the existing John Innes Community Centre:

- tennis courts (used for hockey in winter);
- a swimming pool connected with the Community Centre;
- a skating pond and softball diamond in the valley area;
- horse-shoe pitches, shuffle-board deck and a man-size paved checkerboard;
- parking for 72 cars, bicycle racks and loading area for the Centre.

The main shopping centre for the southern part of the Planning Area was designated in the Sketch Plan to be located at Queen and Parliament Streets. The proposal is to focus the shopping area on St. Paul's, a fine building with an imposing bell-tower, by creating an open paved plaza between Parliament and Power Streets. The plaza is surrounded by a new development of stores, theatres, restaurants and other facilities such as a repair garage. An open-air restaurant facing the church is a special feature of the scheme. Landscaping, with sheltering canopies, benches and other conveniences, is envisaged. Parking for 400 cars is provided, with screening where the parking lots adjoin a residential area.

Small shops: drug stores, shoe repair, hair-dressing and the like, are proposed to be located among the houses and apartments. These should be conveniently provided on the main floor in high-rise apartment buildings, and in strategic locations among the row houses or walk-up apartment buildings.

d. Transportation and Circulation

The major routes are Jarvis, Sherbourne, Parliament and River Streets (north-south), and Dundas, Shuter and Queen Streets (east-west), each having a minimum width of 66 feet. Jarvis Street, widened to provide 8 lanes, with two used for parking in "off" hours, and a centre boulevard, will carry a substantial amount of traffic, including trucking. The zone lying between the downtown core and Jarvis Street would be an appropriate area for the establishment of a number of parking lots and garages.

Sherbourne Street, as a route for public transportation, will serve the Sectors on either side. Parliament Street, reaching down to the harbour, is intended to carry heavy traffic, although the Don Valley Parkway should relieve it of truck traffic to points beyond the city. It is also in a good position as a public transportation route.

River Street will not only serve the industrial area adjacent to the Don but will become, in effect, ar important northbound route connecting with the western branch of the Don Valley Parkway north of Gerrard Street, where a parking lot for 200 cars is proposed in Parkway plans. Another lot has been suggested on the west bank of the Don River immediately north of the intersection of King and Queen Streets, assuming the building of a Queen Street rapid transit line. This rapid transit line should eventually replace the street car service on Queen Street, with a terminal for the first stage at or near its intersection with River Street.

Shuter Street, recently opened through from Yonge to River and widened, offers an alternative route to Queen for this short distance. Unless it is reduced in importance, it will form a strong division between the northern and southern parts of the Detailed Study Area.

Dundas Street, like Queen Street, is to be connected with the Don Valley Parkway by a northbound left-hand turnoff east of the Don River. As an important east-west route through the city, the traffic load it will carry is expected to be heavy.

It should be noted that the major roadways are widened at points where bus stops are likely to be needed and at intersections to allow space for cars turning right.

The residential streets planned for the redevelopment area are almost all in the form of access roads parallel to the major routes, with parking bays. This arrangement puts a distance of approximately 80 to 100 feet between the housing and heavy traffic's noise and hazard. Other residential roads are placed so as to provide the necessary access to groups of row houses for cars and delivery, fire and garbage trucks. A number of the parking spaces shown are for visitor use in addition to the 100% parking facilities provided for the housing units. Car storage space will be more fully discussed in the following subsection.

Pedestrians may use walkways close to or between residential buildings rather than sidewalks on the heavy traffic routes. An underpass is provided on Jarvis Street, south of Shuter Street.

e. Housing

Row houses, 3 and 4 storey apartment buildings and high-rise apartment blocks provide a wide variety of accommodation for all types of households. To protect the residential areas from vehicular traffic, peripheral roads are planned for each sector, the buildings looking in on a communal open space. The combination of high and low buildings provides visual interest and any sense of abrupt contrast is softened by trees and planting. The choice of building materials would be important in creating a pleasant relationship between the high and low structures.

To achieve the maximum economy of construction standard designs are used extensively for row housing and 3 and 4 storey apartment buildings. For each housing type, the layout, spacing and other features, which may not be readily seen on the map entitled "Suggested Redevelopment", are described below.

(i) Row Houses

These provide accommodation for families with children and are located as near as possible to schools.

In every case the row houses, arranged in a "U" form (see Map 21), have been designed to have their main entrance on the outside of the "U" and the private garden space, kept up by the tenant, is located in the interior. The "U"s have their open ends next to areas of open space located away from streets and parking areas. Here it is intended that, as well as lawns and trees, there will be sufficient paved area for small children to use their tricycles, wagons and roller skates and to play games requiring a dry, solid surface.

The minimum spacing between the fronts of houses is 55'; between backs 65'. This provides 25'-30' back gardens, divided by paths or fences at the rear.

In every such development vehicular traffic is on an access road at the periphery and buildings are at least 85' from the curb of the main street. A parking space of 300 square feet, including access space, is provided for every dwelling unit, generally within 100' of the dwelling, with a maximum distance of 200'.

The height of the two storey row houses proposed is about 17' to the bottom of the eave of a pitch roof; the depth of the building is a minimum of 20'0' and the width of each unit is as follows:

3 bedroom	18'	
4 "	19'	
5* "	32'	at corners
" "	23'	- 2 storeys
" "	18'	- 3 storeys

* The majority are located on corners.

Garbage collection is proposed to take place at a central point for each housing group, no further than 100' to 150' from each dwelling. Sufficient access has been provided in the plan for fire equipment. The maximum distance from building to road for delivery service would be 220'. Turning areas for snow-cleaning equipment are adequate.

The present pattern of utilities has been observed. Being in the central district, the sewer and water mains are among the largest in the city. Hydro and telephone wires are proposed to be located on the public paths if it is not practicable to carry them from building to building, though the latter would be preferred.

(ii) Blocks containing Maisonettes and Walk-Up Apartments

Used in a three or four storey building, the maisonette is a form of apartment dwelling having many of the features of a normal row house. Cross ventilation is possible because corridors do not divide the dwellings. Private gardens can also be provided. The walk-up apartments are three or four storey buildings having stairways at the ends, with a central corridor on each floor.

Both types of structure contain one to three bedroom dwellings, the three-bedroom units being situated on the ground level.

The minimum space between buildings is 80'. The height to the eaves varies from 27' to about 36'. A parking space is provided for every unit at an average of 60' from each building. It will be seen that this type of housing, accommodating many small families as well as households with children, is located in areas close to public transportation routes.

Two or three units, at appropriate points, might be used as shops to fulfil the function of a "corner store". Maintenance of the exterior space is intended to be the responsibility of the "landlord", generally perhaps a Housing Authority.

(iii) High-rise Apartments

Two types of tall apartments are shown in the plan: the "point-block", or tower form, and long "slab" blocks, standing in or overlooking ample open space. Containing a high proportion of adults and small families, they are also sited close to public transit services.

The dwelling units provided in these fourteen to seventeen storey buildings are bachelor, one and two bedroom units. Only a few three bedroom units are included, chiefly at ground level; such buildings are unsuitable for families with children. The structure is more expensive than a row house; bachelor units are therefore a better use of space than large units.

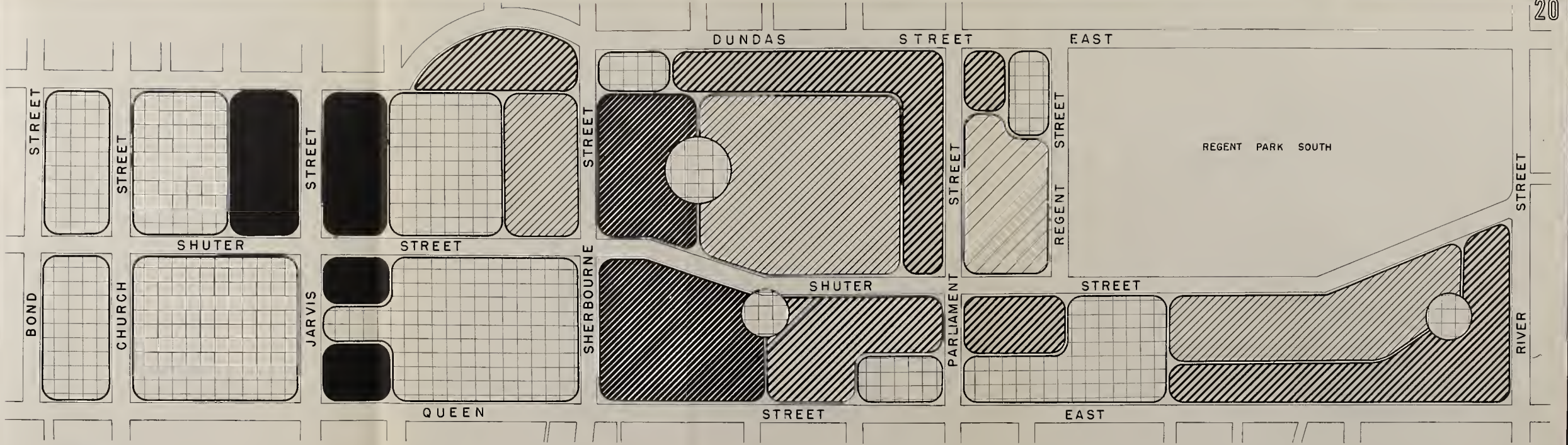
The orientation of the buildings has been planned to give each room at least one hour of sunshine a day. Wherever possible, the building is arranged to catch the summer breeze from the north-west, and each unit is so placed as to have a view of a park or open space.

A wide set-back from the major road is provided for all high-rise buildings except the residential hotels proposed near Jarvis Street. Thus a low noise level may be achieved, as well as freedom from the carbon monoxide fumes caused by heavy traffic.

Again, parking is provided for every unit, the parking space being no more than 120' from the building. Throughout the scheme, the majority of parking lots are situated on the shady side of the buildings, i.e. on the north-east side, so that the hot afternoon sun does not fall on asphalt and engender both heat and smell. Where parking lots are located on the north-west or south-west side of apartment buildings, some surface material other than asphalt should be used, such as crushed stone or coloured concrete.

A "skip-floor" form of construction might be used to achieve privacy and cross-ventilation for a large number of the units. Elevator stops and corridors occur on every third floor, with stairways to the floors above and below. This frees the floor space so that units can extend across the width of the building and obtain cross-ventilation. Bachelor units are intended to be concentrated on the corridor floors.

Small shops on the ground floor of the tall apartment buildings should be provided for the convenience of the residents.

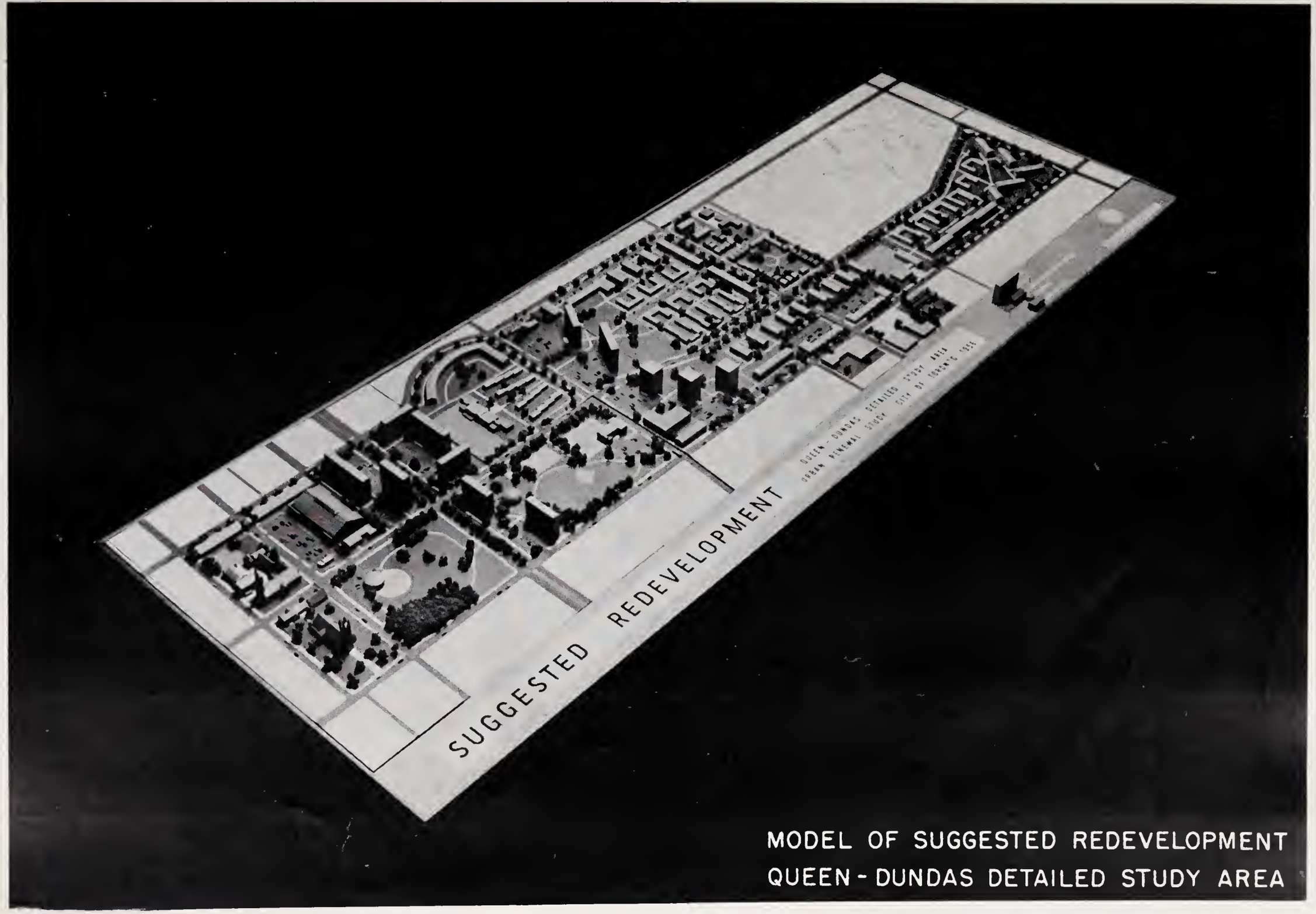


URBAN RENEWAL STUDY
CITY OF TORONTO PLANNING BOARD

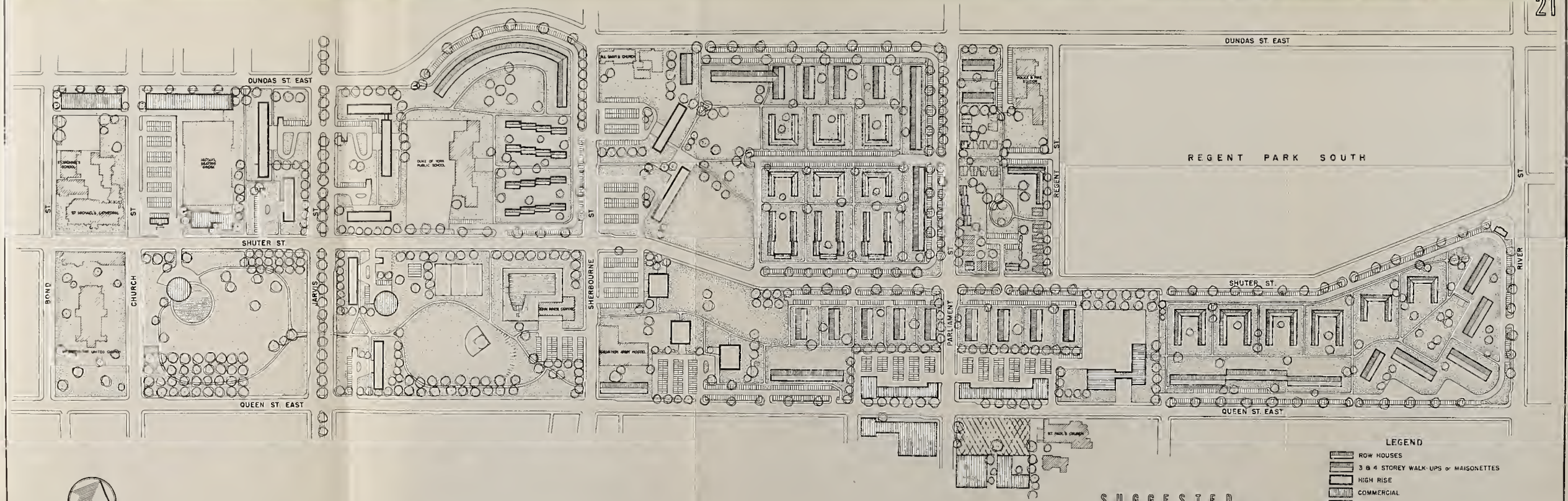
QUEEN-DUNDAS DETAILED STUDY AREA
DENSITY DISTRIBUTION PLAN

70 - 90
90 - 110
110 - 150
150 - 200
200 PLUS
NON RESIDENTIAL USES

PERSONS PER NET LOT ACRE



MODEL OF SUGGESTED REDEVELOPMENT
QUEEN - DUNDAS DETAILED STUDY AREA



SUGGESTED
REDEVELOPMENT
QUEEN-DUNDAS DETAILED STUDY AREA

URBAN RENEWAL STUDY
CITY OF TORONTO PLANNING BOARD

2. Improvement Areas

A. Rose Avenue Prospect Street to Winchester Street(1)

This area is treated as one which residents would think of as "our block" or "where I live". From a broader point of view, it is merely one part of a neighbourhood which uses the same schools, local shops, bus or street car services, but whose wage-earners may go to work-places in widely scattered parts of the city. Church and friends may also be located at distant points.

This is the usual pattern of living in a large city, and Rose Avenue is an excellent example of an "enclave" or small island of houses. The special attributes that make it worth preserving are: a combination of fine trees, good proportions in the relation of building height to street space, a closed vista at the meeting of Rose with Winchester, and relative freedom from heavy traffic. A nearby warehouse and the poor condition of garages and back gardens are the chief flaws in an otherwise pleasant environment. Structurally, the houses may not all be in first-rate condition (20% are of brick veneer construction) and there is a good possibility that a number of the houses built some 70 or more years ago for single families would better serve present-day needs if they were converted to provide two or three self-contained units. Without a closer examination of each building, specific needs for structural improvement and the likely cost of alterations cannot be estimated.

For the purpose of the Study it has been assumed that the cost of improvement or conversion would be less than clearance and rebuilding at the present net lot density (125/acre). Two examples of the kind of treatment that would enhance the value of such a street as a place to live have been worked out:

a. improvements to the houses' exteriors and gardens and to the street and other public property area and the provision of additional parking facilities. This proposal assumes all properties are in one ownership.

b. improvement of the street area and other public property and the provision of additional parking facilities, assuming each of the properties will be separately owned.

(1) - See Map 22 and photographic illustrations between pages IV 19 and IV 20 for existing conditions.

ROSE AVENUE

VIEWS INDICATED ON
PLAN SHOWING
EXISTING STREET

1

2

3

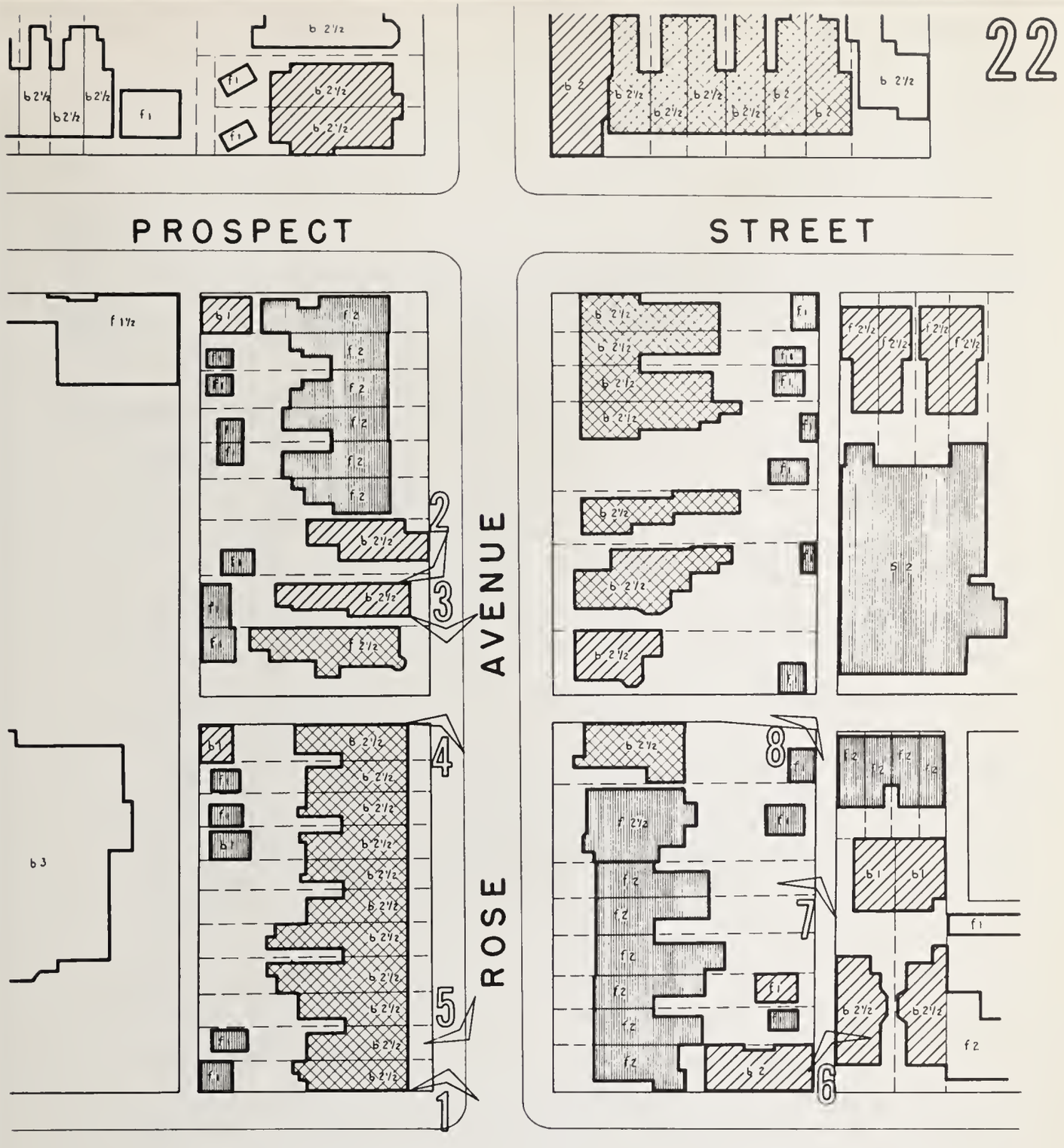
4

5

6

7

8



EXISTING STREET

ROSE AVENUE

0 50 100

SCALE IN FEET

LEGEND

- GOOD STRUCTURE REQUIRING VERY LITTLE AND NO REPAIR
- GOOD STRUCTURE REQUIRING SOME INTERNAL REPAIR
- FAIR TO POOR STRUCTURE REQUIRING SOME MAJOR REPAIR
- DIRECTION IN WHICH PHOTOGRAPH WAS TAKEN

PROPOSALS

The proposed improvements are shown in Maps 23a & b. The present population of 265 persons on lots which total 2.12 acres is neither increased nor decreased. The following are the principal changes recommended:

Proposal A (See Map 23a)

Parking:

The provision of parking bays,

The conversion of a warehouse to a parking garage,

The demolition of poor quality structures to provide a parking area.

Street Closing:

The substitution of park area at the intersection of Rose Avenue and Winchester Street for what is now paved roadway, with footpaths at the front of the houses and lanes at the rear for cars and delivery services. Underground utilities would still be accessible, but overhead wires and their poles should be located in the rear lanes. (See Proposal B for a fuller discussion of alterations to public roads and property).

Play space for children, and additional trees in the former roadway are proposed.

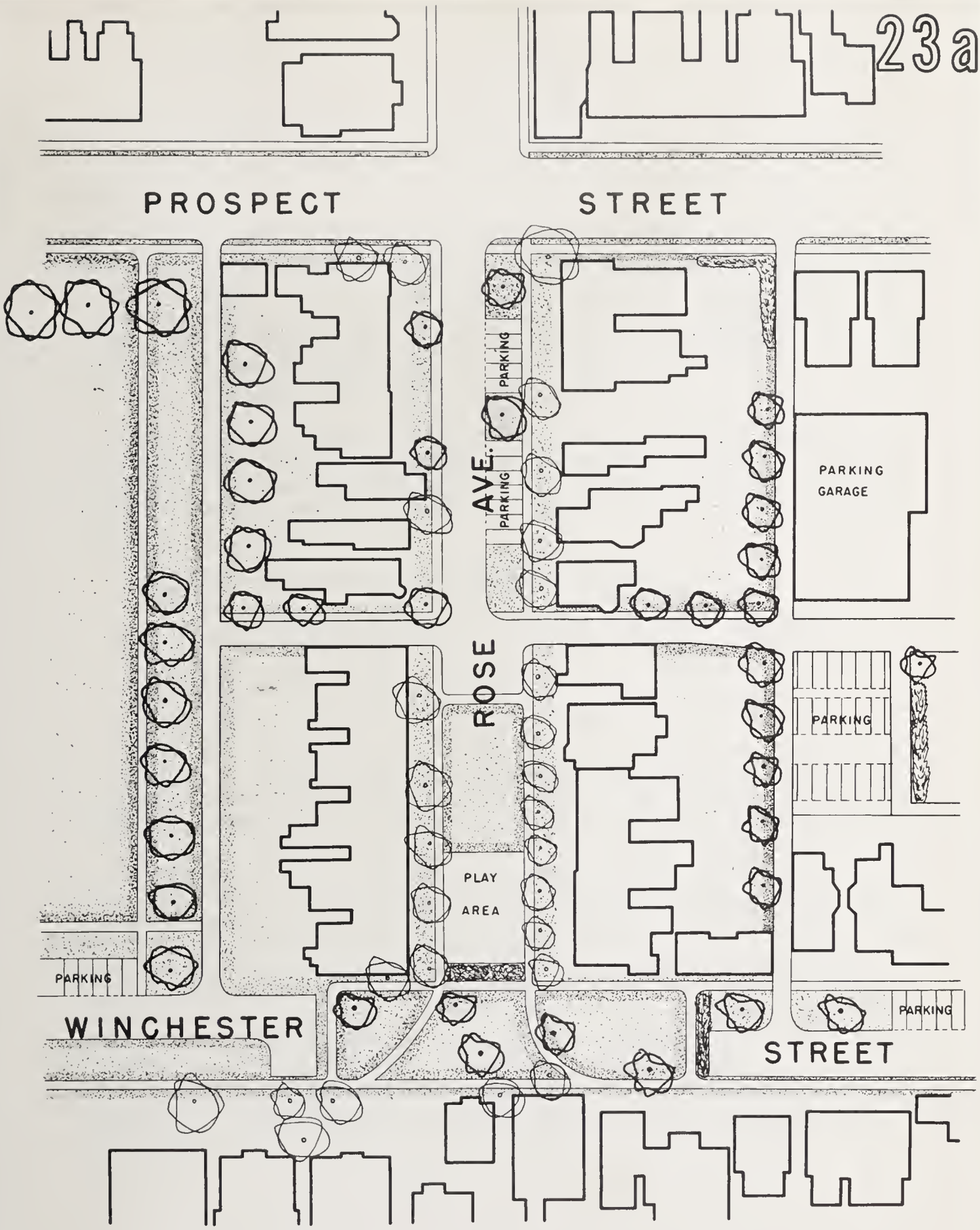
Space about Buildings:

Garages and unattractive fences are replaced by open space and appropriate planting. The parking building proposed as a re-use of the warehouse building would provide indoor parking.

Buildings:

Alterations are suggested to unify the street picture and to bring out the best architectural features of all buildings, singly and as a group.

The Winchester Street School site, of 1.5 acres, could be converted into a park.



SPECIMEN STREET IMPROVEMENT

PROPOSAL A

ROSE AVENUE

Proposal B

In this alternative, shown on Map 23b, in which it is assumed that the properties will remain in separate ownerships, the changes proposed leave the sound private properties untouched and are only those which might be carried out by City authorities. Both Prospect and Winchester Streets are closed at their intersections with Rose Avenue by small park areas. Bays are again provided for right-angle parking; the converted warehouse providing additional parking facilities.

The municipality has the power to alter the use and arrangement of City properties and rights-of-way, to expropriate land and to provide parking facilities. Some of these undertakings may be carried out as "local improvements", part of the cost being borne by owners of land abutting the "work".

The public properties in this area include:

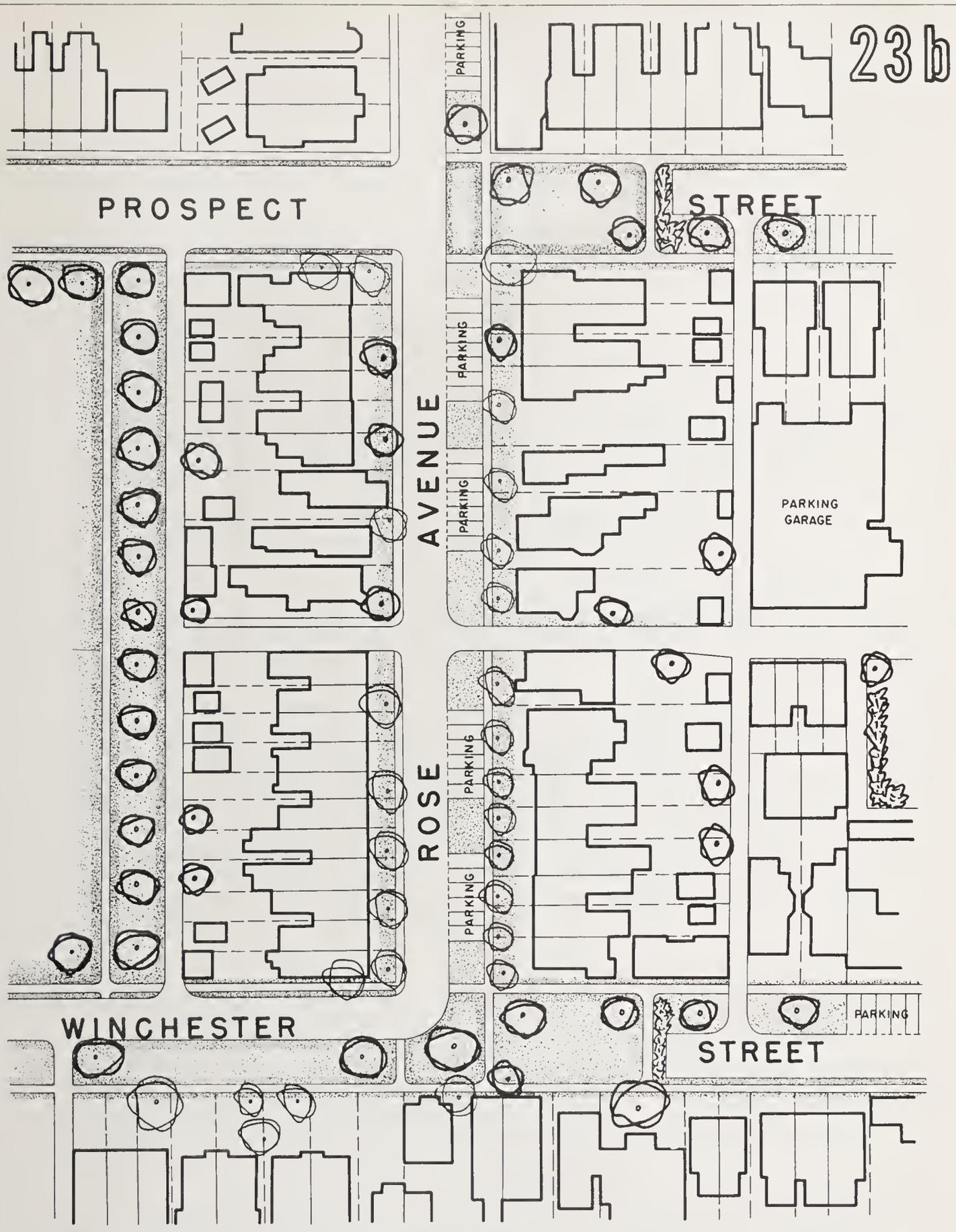
1) The streets ("boulevard", sidewalk and paved roadway),

2) Lanes at the rear of the houses,

3) Winchester Street School site (owner: Board of Education).

The City has the right to expropriate land and buildings for the purpose of providing parking facilities. The City may also close a street completely, or it may merely close it to through vehicular traffic.

Proposals A and B both would be unprecedented undertakings in the City of Toronto. They are offered as examples of local improvements in the true sense of the term. Space now devoted to pavement and parked cars, with traffic hazards for children and adults, is converted into small parks for sitting, walking and children's play. The open space so gained can compensate to a great degree for the lack of usable back gardens, these being used increasingly for parking. With multiple occupancy of houses which were designed for one family, more free open space is needed, and more parking is required. Rearrangement is the only possible method of solving these problems and prolonging the value of fine groups of houses in the central urban districts. In practice it is always desirable to consider such improvements in the context of the whole Sector.



SPECIMEN STREET IMPROVEMENT

PROPOSAL B

ROSE AVENUE

Nasmith Avenue (Spruce Street to Gerrard Street)(1)

Again a short street with an identity of its own has been chosen to provide an example of the special treatment that might be applied to conserve the houses' value.

The special advantages of this street are:

a. it is unlikely to become heavily used by traffic,

b. it forms a physical and visual link between the new Regent Park North three-storey apartments and a fine group of 40 year old dark-brick buildings built by the Toronto Housing Company.

c. the relative soundness of the structures on Nasmith Avenue, compared to those on streets farther east and west.

These 23 identical semi-detached brick bungalows, built not more than 25 years ago, appear from the outside to be in a good structural condition. The number of people living here is approximately 193 persons at surprisingly high density of 130 per net lot acre.

The street's drawbacks are few, but they are important to its future attractiveness. The uniformity of house design verges on monotony. This can be made more pleasing only if full-grown trees provide a foil to the straight line formed by the faces and verandahs of the houses. Two lanes of the paved roadway can now be fully taken up by parked cars, except at hydrants and private driveways. This street parking space is undoubtedly essential to these houses which are so closely built on small lots that only a few driveways or garages are possible. Finally, the service station to the rear of a group of houses near Gerrard may adversely affect their privacy and quiet.

Proposal

The improvement measures suggested are of a simple kind. They chiefly involve the provision of bays for right-angle parking on the east, or shady, side of the street, interrupted by trees planted on extended parts of the boulevard. The roadway for moving traffic is 22 feet wide, enough for two passing cars. It takes up the remainder of the public right-of-way, on the west side and is narrow enough to discourage speeding or use by heavy trucks.

The parking bays proposed will accommodate 21 cars, or three more than the present number. The ground level of the houses is some three feet above the roadway; the parked cars will not, therefore, obstruct the view of the houses from the street or other houses.

Treatment of this kind could be applied to a great number of streets throughout the City, making a more effective use of the public rights-of-way, providing additional parking area and ensuring a safer and more quiet atmosphere in residential areas.

(1) - See Map 24 for existing conditions and proposal.

SPRUCE STREET

AVENUE

NASMITH

GERRARD ST. EAST

1 2 3

PLAN VIEW

EXISTING

PROPOSED

SPECIMEN STREET IMPROVEMENT

NASMITH AVENUE

0 50 100

SCALE IN FEET

H. Net Lot Area Standards

In working out a site plan for a variety of housing types in the Queen-Dundas area, and the improvements for Rose and Nasmith Avenues, it was possible to study, in three dimensions, the relation of residential buildings to the remainder of the net lot area which is open space and parking area. Estimates of the number of people to be housed in each size of unit and each type of building were needed to translate the findings into terms of net lot density.

Two approaches were made:

1. Taking the net lot area for each net density figure (60, 100, 150 and 200 persons per net lot acre) and allowing for maximum coverage or percentage of lot devoted to building, and parking space standards, to find the open space remaining per habitable room. These calculations are shown in Table 7.

2. From studies of building types, floor areas, numbers of units and persons per structure, to indicate a desirable floor space index (the ratio of the total gross floor space of the building to the total net lot area), a measure which the City is likely to apply in its revised zoning by-law. For this purpose, a wider range of net lot densities was used, adding densities of 40,80 and 250 persons per net lot acre. At all densities, for typical buildings of various sizes and heights (1,2,3,4,8 and 14 storeys) the following figures were set forth:

   1. The number of units per structure, determined by the appropriate types of units for the various heights of buildings,

   2. Average gross floor area per unit, including service area, assumed according to the type of building, number and kind of unit.

   3. Resulting total floor space,

   4. Building plan area,

   5. Parking space required at 300 sq.ft. per unit,

   6. The number of persons per structure.

Figures were then calculated for:

1. Total net lot area: net lot area requirement of each density multiplied by the number of persons per structure.

2. Total open space : total net lot area less building area and required parking space.

3. Open space per person (or per habitable room, assuming one person per habitable room.)

4. Floor Space Index: ratio of total floor space to the total lot area.

This material is shown in summary form in Table 8.

Table 8 generally confirms the distribution of net lot area calculated in Table 7. By establishing a desirable Floor Space Index for each type of building at each net lot density, is possible to determine in advance the types of structures that will be appropriate for any given area, whether it is a large tract of land to be redeveloped according to a "comprehensive scheme" or a single city lot.

TABLE 7 - NET LOT AREA DISTRIBUTION

Theoretical Calculations on 100 Acres (Gross)
(a) improvement areas
(b) "comprehensive scheme" areas (reduced residential street allowance).

Net Lot Density persons per acre	Net Lot Area acres	Population	Persons per Habitable Room	Habitable Rooms	Habitable Rooms per Unit	Units	Surface Parking (300 sq. ft. per unit) acres	% Parking of Net Lot Area	Open Space per Habitable Room acres	Open Space acres	% Open Space of Net Lot Area	% of Net Lot Area Remaining or Margin for Building
200(a)	45.0	9000	1	9000	2	4500	31.0(1)	68.8	.001 (50 sq.ft.)	9.0	20.0	11.2(1)
(b)	47.5	9500		9500		4750	32.7(1)			9.5		
150(a)	46.7	7000	1	7000	3	2333	16.1	34.4	.003 (120 s.f.)	21.0	45.0	20.6
(b)	50.0	7500		7500		2500	17.2			22.5		
100(a)	55.0	5500	1.08	5093	4	1273	8.8	16.0	.006 (250 s.f.)	30.6	55.5	28.5
(b)	60.0	6000		5556		1389	9.6			33.3		
60(a)	58.3	3500	1.25	2800	4.5	622	4.3	7.4	.013 (550 s.f.)	36.4	62.4	30.2
(b)	66.7	4000		3000		711	4.9			41.6		

(1) if underground parking is used the margin for building may be increased, and more land devoted to open space.

TABLE 8 - FLOOR SPACE INDEXES AT VARIOUS NET LOT DENSITIES FOR TYPICAL BUILDINGS OF VARIOUS HEIGHTS

and showing open space resulting after building area and parking space (at 300 sq.ft. per unit) are deducted.

Net Lot Densities persons per acre	Number of Storeys	Estimated Number of Persons per structure (1)	Total lot Area Acres	Building Area Acres	Floor Space Index	Units per Structure	Required Parking Acres	Remaining Open Space Per Person Acres
250	14	300	1.20	.17	2.0 (2)	300	1.05	.0033 (2)
200	4-14	90-300	.45-1.50	.14-.17	1.2-1.6	30-300	.21-1.05	.0009
150	3-8	72-180	.48-1.20	.14-.17	.9-1.1	22-80	.15-.55	.003
100	2-4	5-90	.050-.90	.013-.14	.5-.6	1-30	.007-.21	.006
80	1-3	5-72	.063-.90	.023-.14	.4-.5	1-22	.007-.15	.009
60	1-2	5	.083	.023-.013	.3	1	.007	.013
40	1-2	5	.125	.023-.013	.2	1	.007	.020

(1) - In these caloulations, one person per habitable room is assumed.

(2) - This floor space index and open space total can only be achieved by putting parking underground. Similar results can be obtained for the 200/a density by this device, but a maximum floor space index, and open space requirements related to the floor area should be established to prevent excessive building coverage.

In a comprehensive scheme of rebuilding it will be necessary to know what proportions of types of accommodation at various densities will achieve the established average net lot density.

It has been shown how specific densities allow for a variety of buildings. These can be roughly divided into two main categories:

(a) those suited to families with children, and

(b) those containing smaller units, with a relatively small amount of land for gardens.

To find how the accommodation can be distributed in mixed developments at various average net lot densities, Table 9 has been prepared. It indicates the percentage of people that can be housed in category (a) at a specific density, according to a chosen density for category (b), assuming a certain average net lot density throughout the area.

For example, if the average net lot density over the whole area is set at 150 persons per acre, and the density of the (b) category of housing is decided to be 200 per acre, 33.3% of the residents can be accommodated in dwellings in (a) category at 100 per acre.

If the (a) category housing is desired to be at a net lot density of 60 persons per acre, and the average net lot density is 100, 47.4% of the people could be housed in low density buildings if the density of the (b) category accommodation were 250, but only 27.3% if the high density buildings were at a density of 150.

Other calculations can be made to find the proportions of land that can be provided for one type of accommodation or another at various densities of each type of housing within an area having a fixed average net lot density.

TABLE 9 - MIXED TYPES OF ACCOMMODATION

IN A "COMPREHENSIVE SCHEME" OF REDEVELOPMENT

Showing how accommodation at a given density affects the percentage of persons who can be housed at other densities within areas of various average net lot densities.

Accommodation(b) at 250 Persons per Net Lot Acre

Density of Other Accommodation(a) (Persons per Net Lot Acre)	Average Net Lot Density					
	40	60	80	100	150	200
	%	%	%	%	%	%
100				100.0	44.4	16.7
80			100.0	70.6	31.4	11.8
60		100.0	67.1	47.4	21.1	7.9
40	100.0	60.3	40.5	28.6	12.7	4.8

Accommodation(b) at 200 Persons per Net Lot Acre

Density of Other Accommodation(a) (Persons per Net Lot Acre)	Average Net Lot Density					
	40	60	80	100	150	200
	%	%	%	%	%	%
100				100.0	33.3	-
80			100.0	66.7	22.2	-
60		100.0	64.4	42.9	14.3	-
40	100.0	58.3	37.5	25.0	8.3	-

Accommodation(b) at 150 Persons per Net Lot Acre

Density of Other Accommodation(a) (Persons per Net Lot Acre)	Average Net Lot Density				
	40	60	80	100	150
	%	%	%	%	%
100				100.0	-
80			100.0	57.1	-
60		100.0	58.3	27.3	-
40	100.0	54.5	31.8	18.2	-

(a) Including single detached houses, row houses and 3 and 4 storey walk-up apartment buildings, suited to families with children.

(b) Including 3 and 4 storey, and high-rise apartment buildings of up to about 14 storeys containing chiefly bachelor and 1 bedroom units.

I. Comments and Observations

The suggested method of determining accommodation requirements from population characteristics is acceptable, but it could be improved if better statistics were available. The full spread of age ranges, from the youngest to the oldest, has also to be allowed for in determining accommodation and making plans. The suggested plan for the Queen-Dundas detailed study area provides units for old people, and accommodation suited to families with children and those without. It is proposed that provision be made for roomers or other additional persons within many households; this will help to provide for many single people who want to live in the downtown areas and will allow an additional source of income to the householder.

A distribution of small stores should be provided in convenient locations in any residential layout.

The elaboration of proposals for several small areas illustrates more clearly the variety of different problems which will be encountered. For residential areas the alternatives can be reduced to:

(a) clearance and redevelopment,
(b) rehabilitation and conversion of buildings,
(c) by-law enforcement,
(d) improvement of public property, including streets, parts, etc., or privately provided amenities, or
(e) a combination of any of these.

A renewal project might thus include redevelopment or improvement of individual properties, small parcels or substantial areas, together with enforcement of by-laws on other properties and some improvement of public or private facilities. The detailed plans produced are examples of the types of plans which will be necessary in all instances, except straight by-law enforcement, as a preliminary to taking action. They should be further elaborated to show the steps to be taken by different departments and agencies. A series of such plans should be the basis of the programme of action for any Planning Area and of the capital budget.

In many areas existing non-conforming uses will be a problem to be dealt with in preparing detailed plans. Whether or not these should be eliminated depends largely on their degree of obnoxiousness, present work, and the extent to which they interfere with the intended development.

SECTION V. LEGISLATION, FINANCE AND ADMINISTRATION

A. Purpose

In this Section it is intended to explore the problems of implementation of an urban renewal programme and to state such conclusions as could be drawn within the limitations of the Study. The ultimate success of any programme depends on finding effective ways and means to carry it out; these, in turn, exert an influence on the programme.

The general analysis which follows is intended to clarify the necessary elements of an urban renewal programme: objectives, the scope of action, the powers, procedures and financing required.

B. Principles

To carry out an Urban Renewal Programme the City must have the necessary powers, administrative organization and financial ability. The extent of the urban renewal problem is so great that private capital must be brought in as much as possible because public financing can handle only a limited part of the programme. Both public and private endeavour must therefore be encompassed by the organization and methods used to carry out the programme.

C. Renewal Measures

There is a need to bring into play a wide variety of types of action in carrying out an urban renewal programme. Not only must all available public and private capital, including some philanthropic resources, be fully and efficiently employed, the resulting development must be satisfactory to the City.

Sound overall planning is the essential background to a renewal programme; its execution must be part of the whole programme of public development and expenditure. Because the residential aspects of renewal are those primarily dealt with in the Study as a whole, the measures required to provide good housing and sound neighbourhoods are considered here.

The basic measures necessary, in addition to overall planning, are:

1. Clearance and redevelopment,
2. Rehabilitation and conversion of buildings,
3. Housing code and by-law enforcement,
4. Improvement of community facilities provided by public or private agencies,
5. Interim control.

In developing ways of using these measures it is important to observe:

The need to employ private as well as public capital, initiative and goodwill,

The need to provide accommodation to match the requirements of the population in type, cost and occupancy,

The need for flexibility, so that the various measures can be combined as necessary,

The need to be fair to those affected,

The social effects on individuals, families and areas,

The safeguarding of the public interest, present and future.

1. Clearance and Redevelopment

When it is decided to redevelop an area, the procedures for acquiring the land, clearing it and constructing whatever is decided to be the appropriate development, should work smoothly, causing the least inconvenience to everyone concerned. Because of the difficulty of assembling large blocks of land, expropriation is likely to be the only feasible method of acquisition. Clearance is best handled if plans for staging the project and for relocation of the residents are carried out concurrently. The new development may be public or private, depending on the type of project and the interest of private developers. To interest private capital, the site should be made available at an attractive price according to the character of the development proposed and the financing available. Much of the development should consist of family units at moderate or low rent, which would not be of interest to venture capital unless special financing arrangements were available. Although philanthropic bodies might want to undertake housing schemes for low income groups, it is likely that the bulk of the new housing would have to be built and operated by public agencies. Some development should be rental housing in the normal market, carried out by private developers, conforming to the zoning by-law or a special development plan approved by the City. Its supply would be governed by the availability of mortgage money.

In any redevelopment there must be adequate provision for relocating residents of the area affected. In some projects, as in Regent Park, it may be possible to relocate some residents in new low-rental accommodation on the same site. But some of those who can afford only low-rental housing may prefer to live in another area. Additional public housing in the city or in the suburbs must therefore be available. In other schemes, the new development may be unsuitable in type and price for the original residents. Sufficient public housing must again be provided within or beyond the city. Many people, however, will not want to go into any public rental housing scheme; for them there must be assistance in finding suitable private accommodation to rent or to purchase. The net total of housing must be increased if only to defend against even further overcrowding and blight.

The range of housing needed in redevelopment projects includes all sizes and types of dwellings. Throughout the Metropolitan area, it is important that the means be available to create the required housing for families with children, and also apartments and units for the elderly or for single people, although individual projects may contain only one or two types of accommodation. It is unlikely that the cost of city land will ever be low enough to provide low density detached housing, which, therefore, can only be provided in suburban areas.

It is very difficult to establish a satisfactory policy on rents. At the present time the Hopwood-Carver scale is used in Toronto's public housing to relate rents to family size and income. In Regent Park North, for example, the average rent is approximately equal to the economic rent; therefore the high rents provide a means of subsidizing the low rents. This result is relatively easy to achieve as long as the eligible tenants are drawn from a wide range of income groups. As time goes on and more public housing projects are built, it would be desirable to maintain this variety of income groups within any one project.

British public housing, though heavily subsidized, is available to all priority being based on need, at what is regarded as a fair rent for the size of the dwelling. The practice in the United States is to establish a maximum income at which tenants are prohibited from entering or remaining in public projects. But when upper income limits are established for tenants in public housing projects, the residents are liable to become marked as subsidy recipients; in addition, their affairs are frequently scrutinized.

A modified form of the British system may avoid these social effects by providing housing for middle-income families in projects made available also to low-income families. If a "fair" rent were established at a figure higher than the economic rent (the "fair" rent to be at current market prices based on current mortgage rates), those who could not meet this rent could apply to a central housing agency for assistance in the form of rent reduction or a welfare payment. Those paying the full rent would supply a surplus over the economic rent, to be placed in a rent reduction fund controlled by this central agency. Priority would still be on the basis of need, or relocation in the area. If a sufficiently large number of dwellings were provided attractive to the middle income group, the central fund could provide for a proportionately large number of low income families.

Although many people prefer ownership to tenancy, it does not seem possible to provide for this in public projects because the subsidy provided would give the buyers an immediate market advantage. It might be possible to arrange long leases for houses so as to give some form of tenure. This also would be simpler if a fair rental figure were fixed, rather than one based on family size and income, though the latter is also conceivable.

In private projects the form of financing will likely determine whether the land is held in freehold or in leasehold from the City. Some mortgage arrangements are easier with freehold whereas leasehold has the advantages that the heavy initial investment in land is avoided and the ground rent can be regarded as a business expense for income tax purposes. Leasehold also has advantages from the City's point of view. Although it ties up capital in debentures issues it generally allows a greater total return for the land. It gives the City a basis for whatever continuing control it wishes over the project. It enables the City to take whatever action is necessary to have land used for the proper purpose at any time in the future. This is particularly important in problem areas which, because of some doubt about their future use, might be allowed to stagnate for lack of a firm policy. In public housing projects this control should be automatic although it would be advisable for the City to ensure that it had some say in the re-use of the land and that it was not entirely in the hands of senior levels of government.

2. Rehabilitation and Conversion of Buildings

Throughout the city there are many neighbourhoods in which the useful life of essentially sound houses can be extended by putting them back into a good state of repair or converting them to meet present-day needs. Under the pressure of the housing shortage, most of these houses are being worn out at too rapid a rate by overcrowding or misuse.

Cost, the accommodation to be obtained and the probable life of the property have to be taken into account in deciding what action to take. Cost and the resultant accommodation can only be determined by careful study of individual properties. Probable life is closely related to the condition of the surrounding area and the need for eventual redevelopment or other changes.

In areas likely to need redevelopment within five to ten years, rehabilitation or conversion not only is an unsound investment, it can make the redevelopment more costly, and perpetuate the slum conditions. It is therefore necessary to designate precisely the areas in which the City will initiate reconstruction within this time. If the procedure of preparing Planning Area plans and implementing programmes is adopted, priorities can be established. If City-sponsored reconstruction is to take place within ten years, the cost of improvements should be forfeited by the owner of the property at the time of expropriation.

Rehabilitation and conversion are most likely to be successful if the City undertakes a campaign in an area to instil confidence in its future, encouraging owners to renovate their properties. Where rehabilitation is an outcome of housing code enforcement, the City may make loans to the owner. It may be necessary for the City to stimulate action by taking over several properties and improving them. It should be possible to sell them after undertaking the necessary work, but an excessive amount of public capital should not be tied up in this way.

Where rehabilitation of a property has the effect of reducing overcrowding, the City must be ready to relocate the displaced people, particularly if the City has required or sponsored the improvements. Another effect of rehabilitation is likely to be the raising of rents after the properties have been improved, again causing displacement. The public housing programme must, therefore, provide enough units to accommodate the needs caused in this way.

Because of the prevalence of overcrowding, it may not be possible to obtain a net gain in housing units by converting large dwellings designed as single family houses to two or three apartments. Yet, if undertaken in accordance with sound neighbourhood planning, conversions can supply good housing that more nearly fits present and future demand

3. Housing Code Enforcement

In all parts of the city it is most important to enforce by-laws specifying housing and related standards. They lay down the basic minimum conditions in which people are expected to live and, if properly enforced, will ensure that conditions are nowhere totally unacceptable.

This objective can be achieved only if:

the by-laws cover all necessary minimum standards and are capable of enforcement,

there is an adequate system of inspection,

enforcement is effective, and

the stock of housing meets the needs of the population.

Effective enforcement means that it must be possible, with the least delay, to condemn and close down houses which do not meet the standards until the required improvements to structure and sanitation are made, or overcrowding is relieved. This can only be done readily if the housing stock is adequate. Some assistance in relocation may be necessary.

The owner of a condemned house should meet the cost of improvements and obtain any loan or mortgage he may require. In some areas it may not be possible to obtain private mortgage loans because of investors' lack of confidence in the area. A limited amount in public funds should therefore be set aside for such loans.

In the most blighted areas, thorough enforcement of the by-laws should lead to final closure, reducing the price of the condemned properties to land value only. In this way, expropriation for redevelopment can be facilitated. Again, the designation of areas for reconstruction according to priority is required.

4. Improvement of Public and Private Community Facilities

Many areas with physically sound structures may be in danger of deterioration due to a lack of the amenities which would make them desirable places to live.

The amenities required may be provided either by public or by private agencies. The most obvious public amenities for residential areas are schools, parks and recreation facilities. The layout of the streets and lanes can also be improved. Examples are given in Section IV. Public improvements can be carried out according to regular procedures.

Parking is becoming an increasingly serious problem. Not only does it interfere with the use of streets but it tends to lead to deterioration due to the various expedients used to find parking space and the relative undesirability of housing which does not have parking available. A solution can be found through public or private action or a combination of the two.

Privately provided amenities range from the purely commercial to the philanthropic and include shopping, commercial recreation, churches, clubs and institutions. All of these can be given greater assurance and their interest in an area stimulated if it is clear that the City intends to do what it can to improve and stabilize the area and that they can be reasonably sure of their future. Beyond that public action would consist of providing a place for these private developments within the plan of the area and setting sound zoning standards.

5. Interim Control

When it has been decided that an area should be redeveloped there is usually a delay before reconstruction is actually carried out. During that period it is important to be able to ensure that the redevelopment plans are not frustrated by any new developments: new buildings that do not conform to the redevelopment plan, substantial improvements to existing properties, change in use to one more costly to acquire, or speculative manoeuvres designed to obtain a higher expropriation price.

Any control employed must be equitable to all property owners and allow life in the area to proceed normally up to the time of redevelopment.

The simplest method would be to expropriate the entire area as soon as possible after determining that it should be redeveloped. As a policy, immediate expropriation would be straightforward, fair to owners, prevent any undesirable development and permit the City to proceed smoothly with its plans. But if redevelopment were not to take place immediately a great deal of City capital would be tied up. Under such a system, areas for redevelopment could only be determined at the time when the City was ready to act. It would thus be impossible to plan a continuous and balanced programme of renewal or to prevent sporadic and undesirable developments in other areas needing reconstruction.

An alternative would be to designate in advance areas for redevelopment during a period of five or ten years. Thereafter, the City would have the right to acquire properties and would do so in any case where a development or improvement were proposed that was not in accordance with the redevelopment plan. In addition, if any owner wanted to sell his property in such an area, the City would be obliged to acquire it at fair market rates, arbitration being used if necessary. If it were suspected that speculation was being practiced, the City would have the power to expropriate. Such an arrangement should only be in force for a limited time, after which the City would be obliged to acquire the balance of the area. This procedure would have decided advantages in enabling the City to take preparatory steps towards the ultimate expropriation and redevelopment of the area; it would ensure that the programme could be carried through without complications.

D. Legislation

The municipality must have the power to adopt an urban renewal programme and carry it through. It must take the initiative in developing the programme in order to gain the following advantages:

The efficient co-ordination of capital expenditures by various departments and agencies within the programme.

The advancement of the good of the city as a whole and the welfare of its citizens, present and future. This is the general objective of the programme and the justification of action in most cases.

The provision of a clear statement of intentions for the development of the city, providing a stable basis for private action by home owners and developers carrying out normal development within the by-laws.

The encouragement of private developers to participate in redevelopment within the straightforward policy of the renewal programme.

Although the City of Toronto does not have full self-determination because major public works and debentures are the responsibility of the Metropolitan municipality, it should have all the powers it requires to take the lead in renewal.

The present legislation appears to be satisfactory in all but a few respects, namely, the City's powers to:

1. Adopt short-term detailed plans and programmes, departmental plans and a capital budget conforming to a general, long-term plan for the city.

2. Acquire and hold lands for the management of property and the exercise of interim control, as well as for clearance and redevelopment and rehabilitation.

3. Apply controls to property sold, with or without improvement, or sold as sites for development.

4. Rearrange street and lane layout.

5. Relocate displaced residents.

1. Adoption of detailed plans, departmental plans and a capital budget

The Planning Act, 1955, empowers the Planning Board to prepare and revise plans of development and the City Council to adopt them as Official Plans, subject to the approval of the Minister of Planning and Development. This may not be a flexible enough system to allow the City to adopt the planning method suggested in Section III whereby an overall plan for the City would be amplified by a series of plans and programmes for Planning Areas ("Sketch Plans"), a capital budget and city-wide departmental plans.

It is proposed that the Official Plan consists of long-term overall plans and take a generalized form requiring infrequent amendment. This would be in agreement with the Official Plan to be developed for Metropolitan Toronto. A set of Planning Area plans and programmes, the capital budget and departmental plans would provide a short-term programme for systematic civic action, still within the framework of the overall Official Plan. For this purpose they should cover a period of about five years ahead and be revised every year or two when they would again be projected five years ahead. An expeditious procedure is needed: the Planning Board should be required to consult with City departments and produce these plans (including a capital budget) by a specified time each year, when the City Council could adopt them, with any amendments, provided they conformed to the overall Official Plan. The only safeguards needed are:

(a) one set of current plans should be in force until another set is adopted,

(b) they should be presented to Council each year or two,

(c) action should be taken within a specified time,

(d) amendments should be subject to scrutiny by the Planning Board and the Province.

The City could thus chart a course of action for a limited period and follow it out without having to observe the slow procedures appropriate to the adoption and amendment of an overall Official Plan.

The urban renewal programme should be incorporated in the current plans, the redevelopment plans required by the Planning Act being approved by the Province.

2. Acquisition and holding of lands

Among the purposes for which the municipality may acquire and hold land, it is not clear that the City may lease or manage individual properties as some form of public housing or other use after redevelopment or rehabilitation is complete.

A form of interim control is needed which allows the City, at its discretion, to acquire property proposed to be used in a manner that conflicts with the redevelopment plan. The power needed is roughly equivalent to homologation for public works in Montreal.

3. Control of land sold

The powers to carry out redevelopment and rehabilitation or to sell or lease lands for these purposes are adequate. But it is difficult to enforce an agreement against freehold property and so to ensure that land sold for development is used in conformity with the redevelopment plan. The best way might be to adopt the redevelopment plan as part of the zoning by-law. The powers provided by the Municipal Act have never been used in this way and amendments might be required to allow the municipality to specify the desired "type of construction and the height, bulk, location, size, floor area, spacing, external design, character and use of structures to be erected ..... and the minimum frontage and depth of the parcel of land and the proportion of the area thereof which any building or structure may occupy".(1) Such detailed regulations might be appropriate for some privately developed projects, and in others only general controls might be required.

4. Rearrangement of street and lane layout

The improvement of public amenities comes within the regular powers of the City. However, the procedures for alterating street and lane layout would be simplified if they were combined with the procedures for adoption and approval of a redevelopment plan. Individual owners could be protected by having the right to ask the City to buy their properties if they felt adversely affected by the changes. Acquisition by the City might be encompassed by the proposed interim control powers.

(1) The Municipal Act of Ontario, Section 390 (1) 4.

5. Relocation

The City can only relocate persons displaced by publicly sponsored projects if suitable housing is available. It has been shown that a programme of suburban housing is needed as well as redevelopment in the city. All the powers necessary are now available to either the City or the Metropolitan Council, but the agreement of the suburban Council within whose area the project is to be placed must be obtained. This introduces an element of uncertainty; refusals could seriously disrupt any thoroughgoing housing programme. Therefore, for the purpose of the City's renewal programme, the City or Metropolitan Council needs the power to carry out suburban housing projects provided they meet certain conditions which are fair to the suburban municipality.

When all the necessary powers are available, they must be so employed that the renewal programme is translated into action smoothly and in a manner readily understood by all concerned.

E. Finance

An urban renewal programme should be a very sound financial venture for the City. It can provide for the integration of public works with other development, making possible their execution most efficiently and economically; it can eliminate blighted areas which are a serious financial drain; it can create areas giving a high revenue and having low operating costs; it can stabilize and reinforce the city centre, its commerce, industry and institutions; it can give confidence to private investment and promotes sound conditions for living in the city. Both directly and indirectly a sound urban renewal programme should be of financial advantage to the City.

But it takes a great deal of capital to finance a programme of the type contemplated. The various items which, together, will require large outlays, are:

1. Public works;
2. Land acquisition;
3. Development projects;
4. Rehabilitation and conversion of buildings;
5. Public and private community facilities;
6. Operating subsidies.

1. Public Works

Public works must be integrated with the plans for development of any area and it is essential that it be possible to finance them at the appropriate time. At the very least, it should be possible to hold land for public works until the time they are developed. The lack of this ability, owing to the amount of capital required at one time, has been a serious problem in the past. The solution, in Toronto, would involve the Metropolitan Council as well as the City, for many of the major works are now a Metropolitan responsibility.

Provincial assistance is available for major highways. Powers for deferred widening of highways could also be used where appropriate. Where public works can be considered part of a redevelopment of a blighted area it might also be possible to use the powers of the National Housing Act to help meet the capital cost of acquiring and holding land. The suggested method of interim control of renewal areas through progressive acquisition may be useful if the sum required is not great.

2. Land Acquisition

Land acquisition for redevelopment or other aspects of renewal is extremely expensive. In Regent Park South the land is costing about $250,000.00 per acre, and in the Wood-Wellesley area it is estimated that it might cost $500,000.00 per acre. If such prices had to be paid by the City alone, its tax resources and borrowing powers would soon be exhausted and it would not be able to handle a programme of any extent at any one time.

In blighted areas, the National Housing Act provides for substantial assistance: half of the capital costs may be contributed, for a half interest, by Central Mortgage and Housing Corporation. This allows an expansion of a renewal programme, but it seems likely that still greater assistance, from provincial or federal sources, will be necessary to meet the need. In most cases the land will be disposed of after assembly, to either a public or private agency, and the amount paid for it will reduce the net cost. A transaction in land may be at a profit or a loss, though at the indicated acquisition prices it is almost certain that an outright sale would result in a loss, so that the sale price of the land would be subsidised. A lease arrangement, or lease-purchase, could result in a greater recovery by the City, in some cases a net profit. In the long run this has decided advantages, especially as the leasehold arrangement gives the City good control over the development and over the future use of the land, a very important provision in areas where this may be in doubt: a re-possession clause in a lease-purchase agreement can also give this advantage. But in the short run there is the serious problem of having a great deal of capital tied up. Assistance from other levels of government, such as is provided for in the National Housing Act, 1954, will help greatly in meeting this problem, especially in bridging the period until the City's debentures are paid off.

An arrangement proposed in connection with the Wood-Wellesley redevelopment proposal seems likely to yield the best long-term return to the City and give it the necessary continuing control over the use of the area. Under this the developer would pay a certain lease, or lease-purchase, ground rent for the first 25 years of the agreement, when he was also paying off the mortgage on his buildings, and after that the ground rent would be raised substantially so that over the total period of the agreement all capital and interest on City debentures would be more than repaid. The higher ground rent after the first 25 years might also help the City to pay off any interest the provincial and federal governments might have in the land as the result of contributing to its acquisition. This arrangement would not overcome the problem of raising the capital initially, but if it could be achieved it would be most advantageous, both in its return to the City and in the encouragement it would give to private capital, as outlined later. It should also be noted that re-possession of the land by the City is in itself generally so desirable that every effort should be made to achieve it; this can best be done through some lease or lease-purchase arrangement. For this reason alone it is necessary to try to raise the land-acquisition capital.

3. Development Projects

The construction of a redevelopment project on a piece of land generally takes several times as much capital as the acquisition of the land. If it is a public project it will probably be mainly low-rental housing and as such will be financed under one of the provisions of the National Housing Act, and The Housing Development Act, 1955, of Ontario. Owing to the substantial contribution from the federal and provincial governments it is likely that these projects can be financed, though in some cases the contribution by the City will still be large. This applies also to suburban public housing.

Private capital will be required for a great many projects, from commercial and industrial developments to low rental housing under the National Housing Act, and ways must be found of making private investment financially attractive and feasible. It appears from discussions with developers that a long-term lease or lease-purchase agreement for the land would be a substantial incentive. This reduces greatly the amount of capital necessary to start the development and, if it is clear that the City retains title or re-possesses the land at the end of the period, the rental can be charged as a business expense against income tax. The main difference between lease and lease-purchase with a re-possession clause is that in the latter case the developer holds freehold title during the period of the agreement and can give a first mortgage. This enables him to tap additional mortgage funds. It should be noted, however, that in this case it is necessary to devise special means of securing the City's interest in the land and rental, and that a normal leasehold arrangement also appears to be quite feasible financially. A lease-purchase agreement without a clause whereby the City re-possesses the land is of little advantage to the City. It encourages the developer by using City capital at the inception, when his financing is most difficult, but does not give the City the necessary advantages of control of the development, and re-possession. In comparing the City's receipts as between leasehold and lease-purchase, account should also be taken of the fact that in the first case the City owns the land, whereas in the latter it does not.

4. Rehabilitation and Conversion of Buildings

So far as possible individual owners should be encouraged to carry out the necessary improvements to their own properties to bring them up to by-law standards. This can best be done by making loans available at favourable rates. The provisions of the National Housing Act seem to be quite successful in this regard, but it is important to ensure that this money does not dry up; otherwise, serious difficulty will be found in carrying out rehabilitation. It may be desirable to have a separate fund backed by the government to meet the demands of rehabilitation programmes. If this source of funds should fail it may devolve on the City to meet all demands for loans. This could prove very onerous in that it would tie up a great deal of capital.

In some instances the City will probably have to acquire property as part of a rehabilitation programme, especially where property rights are affected. As previously suggested, these should be kept to a minimum, probably limited to cases where the owner asks the City to purchase. As with redevelopment areas, it would be of great assistance to the City to have federal and provincial contributions, as contemplated by the National Housing Act.

5. Public and Private Community Facilities

Provision of public facilities carried out as part of an improvement project may also be costly. Some of the expense could be charged to local improvements, but some will have to be either borne by the City at large, or charged to the project. For a combined redevelopment - improvement project it would be reasonable to ask that the public improvements be financed as part of the whole scheme, using the provisions of the National Housing Act. If possible these provisions should also be used for improvement projects where a small number of properties are actually acquired and the major expense is in the improvement of amenities. There is a limit to how far this could be done as the provisions of the National Housing Act require recovery of loans made, except in one or two instances, and there would probably be little recovery possible.

Space for community facilities under private auspices is most likely to be obtained by full redevelopment, in which the land can be designated and made available for use by a private agency.

6. Operating Subsidies

In addition to the subsidies previously mentioned for the acquisition and clearance of land, subsidies will frequently be required to help meet the operating costs of projects. This is particularly true of low rental projects, including housing for elderly persons. The subsidy may be applied as a grant towards the capital cost of the project, a lower mortgage interest rate or a contribution to the operating costs. The first two reduce the mortgage carrying charges, and hence the operating costs, whereas the third method is a direct contribution to the operating costs and is considered an operating subsidy.

Of the methods that can be employed, the first two are in some ways the more satisfactory because the subsidy is applied in the first instance and does not enter into the book-keeping and management of the project. The efficiency of the operation of the project is then reflected directly in the accounts and the rentals charged. The operating subsidy, on the other hand, makes up the difference between operating costs and receipts. It tends to introduce welfare factors into the management of the project and is well adapted for this as it is usually a variable amount and can take up fluctuating differences between receipts and expenditures.

The capital and interest subsidies have an added advantage from the municipal point of view in that they are provided from other levels of government, whereas in current practice in Ontario the municipality contributes to operating subsidies under the National Housing Act by a reduction in its taxes or contribution to a rent-reduction fund. Tax reduction is a serious deterrent to a municipality for it could well lead to a project being a liability. It would be advantageous if the tax reduction provision could be removed, but as long as it is in force it will be necessary to examine carefully the finances of any project with this type of operating subsidy to ensure that it can be borne by the municipality. Similarly, projects which require contributions to a rent-reduction fund, under the National Housing Act, should be carefully examined so that the full extent of any liability is known.

It should be noted that any project can become less dependent on operating subsidies if prosperity and inflationary tendencies continue. It is likely that it will be possible to increase receipts through raising rentals while mortgage payments remain constant, the increasing margin being available for operating costs and reducing the need for subsidy. Once the mortgage is paid off it should even be possible to make a profit on low-rental projects despite higher maintenance costs.

Summary

Any individual project or part of a programme may be carried out at a profit or a loss to the City. Clearly it should be accomplished at the best possible financial advantage commensurate with the objectives. A complete analysis should be made of tax receipts and costs of municipal services before development, giving a net profit or loss as compared to tax revenue, costs of services, debenture costs, rental or other receipts after development.

When land is made available for normal market development it should generally be possible to recover at least the full cost of land acquisition, either as a single payment or by rentals. The exception will be the case where the total land price is high because the zoning is unsound and creates land values out of proportion to the best use of the land, because of some expensive buildings which it is desired to remove (e.g. an obnoxious factory in a residential area), or because part of the area is wanted for some unprofitable purpose, such as park or roadway.

Frequently, however, particularly for low rental projects, the cost of the land must be written down; in these cases, the City should attempt to obtain some net gain as between the original and the final balance of receipts and expenditures.

In general, the greatest financial problems for the City are likely to be found in financing the cost of land, raising the necessary initial capital for acquisition and clearance, supporting the capital involved in holding land for interim control, bearing its share of any write-down, and supporting the debentures on land which is leased. Most valuable assistance in this can be given by federal and provincial governments within the framework of the National Housing Act.

It is likely to be possible to finance the construction of projects either privately or publicly. The provisions of the National Housing Act and the Housing Development Act of Ontario, are generally satisfactory for low-rental projects, though greater flexibility in rental and tenant income policies would be preferred. It should also be possible to use the provisions of the Elderly Persons Housing Aid Act of Ontario for these projects for it is essential to integrate housing for elderly people into them.

Present arrangements for the financing of improvements to properties under the National Housing Act, 1954 and the City's standard of housing By-law 14466 (validated and confirmed by the City of Toronto Act, 1936) are adequate, provided they are revised to meet changing needs and there is no danger of shortage of funds.

Public works, both major and minor, including local amenities in improvement areas, must be carefully budgeted. The most important immediate requirement in a renewal programme is again land acquisition, and this should be considered along with the general problem of acquiring land in a renewal programme.

There is considerable danger of a renewal programme being curtailed in the early stages by an absolute shortage of debenture capital available to the City. The effect of the programme should be to make the City more efficient and attractive, to expand the assessment and hence to increase the confidence of investors in making debenture capital available to the City. However, this will not necessarily overcome the shortage if other more attractive investments are available or the total amount of capital available for investment is inadequate. As many parts of a programme could be self-supporting and the debentures self-liquidating, especially if available aid is taken into account, it would be well to explore the possibility of financing these separately, perhaps through some government-backed fund, if debenture capital from normal sources proved inadequate. This is a device that has proved useful in the United States.

F. ADMINISTRATION

It is essential to have a competent organization and clear-cut procedures to carry out the urban renewal programme. Urban renewal will be a complicated process requiring intimate contact with the areas concerned, negotiations with all parties involved in the development, and the co-ordination of many departments and agencies. It is essential that all concerned understand the process and their part in it and that all the various efforts are co-ordinated. This can best be achieved by making one agency responsible for the co-ordination.

The various measures entailed (not necessarily in this order and not including legal drafting, official approvals and procedural matters) are:

- preparation of an urban renewal programme including Planning Area plans and programmes, the capital budget and their elaboration for work about to be undertaken,
- designation of areas and adoption of redevelopment and rehabilitation plans,
- the raising of debenture funds,
- expropriation and acquisition of land,
- carrying out public works and improvements,
- enforcement of housing code and similar by-laws,
- making of property improvement loans,
- advising and discussing the programme with residents of the area,
- discussions with developers involved,
- development of projects,
- relocation of displaced persons.

Responsibility for the preparation and elaboration of the Planning Area plans and programmes and capital budget should rest with the Planning Board, in consultation with City and Metropolitan departments and other agencies concerned. The designation of areas and adoption of redevelopment plans should follow from its recommendations whereupon the appropriate applications can be made for government participation. Debenture funds would subsequently be raised in the normal way.

When the necessary approvals had been obtained the properties indicated in the programme would be expropriated and acquired, according to normal procedures, by the Real Estate Division. Public works and improvements would be carried out by the various departments and agencies concerned, co-ordinated by an over-all agency.

Housing codes and similar by-laws would be enforced by the responsible departments. For this it would be advantageous to make one department responsible for enforcement of all relevant by-laws, though it would be possible to have a team of inspectors from various departments as an alternative. Enforcement would be a normal activity which should be going on throughout the city. The renewal programme would give guidance and priorities to the inspectors, and the findings of inspectors would be reflected in the programme.

Property improvement loans are largely handled by banks and other agencies, some under National Housing Act home improvement provisions. When improvement is required by the City, the by-law enforcement division should probably be responsible, as the Building Department is now, for recommending on loans; finance might be handled by the Treasury Department.

Advising and discussing matters with residents of the areas is a function for which there is at present no appropriate City department or agency. It should be the responsibility of the co-ordinating agency as it is essential to keep in touch with the development of the programme and communicate any problems raised by residents. A continuing contact with residents might be maintained through a field office which was also concerned with relocation of displaced persons.

The City Planning Board at present carries on most discussions with developers in the stages where development proposals are being formulated. This is a logical procedure if plans of the developers are to harmonize with the City's plans. Drafting agreements and ensuring execution should be carried out by other departments. The Legal and Treasury Departments, together with the Planning Board, are primarily involved in making the agreement with the developer. The Building Department could well be made responsible for adherence to it in executing the project. This procedure could apply, with modifications, whether the developer were a public or a private agency.

The relocation of displaced persons is primarily a housing problem, requiring the use of private as well as public housing throughout the Metropolitan area. Relocation is probably best handled by a housing authority properly organized and staffed for the job. It should be integrated in the progress of the programme by the overall co-ordinating agency. Field offices could be established to help residents find alternative accommodation.

It is suggested that the Planning Board be made the agency responsible for the overall co-ordination of the renewal programme. The Planning Board already performs many of the required functions and is in a logical position to fulfil yet others. It should be required to:

- prepare and elaborate the Planning Area plans and programmes and capital budget,
- advise and co-ordinate all departments and agencies participating in the programme,
- participate in advising residents of areas affected,
- discuss proposals with developers.

Throughout this process it would be necessary for the Planning Board to consult with a great many other departments and agencies, and to base its actions on the decisions of City Council, as approved by the provincial government and, in appropriate cases, agreed to by the federal government. Confirmation of its responsibility would clarify the situation for the City and others involved and help ensure co-ordinated execution of a programme.

In encouraging the participation of private capital in redevelopment, the City must have a clear and straightforward procedure which will be understood by the developer. It might consist of the following steps:

1. The urban renewal programme will indicate areas for redevelopment including some which are considered suitable for development by private capital.
2. Given reasonable assurance that private developers are interested in an area outlined in the programme, the Planning Board's staff prepares a scheme, giving the necessary specifications, financial estimates and any building layout required.
3. The Planning Board recommends the scheme to City Council.
4. The City Council adopts the scheme and, if it is in a position to acquire the land, relocate residents and ensure that the project goes ahead, designates the area as a redevelopment area.
5. The proposal is submitted to the Province and, if necessary, the federal government for approval.
6. When approved, the City puts the project to tender, each developer being asked to give his financial bid and information about his organization. This procedure allows the City to receive the best possible financial return and prevents any suggestion of improper preference being given to a developer.
7. The City submits the final proposal, as agreed with the developer, for approval by the Province and the federal government, if necessary.
8. The City enters into an agreement with the developer.
9. The City raises funds, if necessary, acquires the land and transfers it to the developer to proceed with the project.
10. If no satisfactory bid is received, the City should either carry out an alternative development or rescind the proposal.

A procedure such as this should give the developer a fair opportunity to participate in redevelopment without having to risk a substantial investment beforehand. This should encourage many developers who might otherwise be deterred by the speculative nature of any proposal and doubt about whether it would proceed.

To the City there would be the advantages that the projects put forward would clearly implement City policies and be co-ordinated into its programmes, that the best possible return could be obtained and that the procedure would be direct, equitable and as free of controversy as possible.

G. Comments and Observations

The basic legislative and financial powers for urban renewal are already available to the City and many of the administrative functions are at present being carried out. It remains to supplement and improve the various means of implementation, and to bring them to bear in carrying out a well-conceived programme.

The first proposed addition to the legislation - to provide for the annual adoption by Council of Planning Area plans and programmes, departmental plans, and a capital budget - is of great importance because it would establish the urban renewal programme as an integral part of normal municipal operations, providing a basis for integrated action by all departments and agencies. The other major additional power suggested would enable the City to acquire property progressively within designated areas and hence to control development. This would be an effective instrument in carrying through a continuous programme.

Financially, the main need is for capital aid to the City to acquire land and assist in writing down its value where necessary. The principle put forward in the National Housing Act is sound but the assistance should be extended, lest the scope of any programme be seriously curtailed. It would be necessary for the City to keep to a minimum expenditure on public works, improvement of amenities, and acquisition of properties in the rehabilitation of buildings unless ways can be found of obtaining assistance in financing, possibly under the National Housing Act. It may be difficult to charge very much to properties through local improvement taxes.

The co-ordination of all departments, agencies and developers towards the execution of the programme is essential and it is suggested that the Planning Board, which already carried out many of these functions, be made fully responsible for co-ordination. Operational responsibility would remain, as at present, with other departments and agencies.

There is need to centralize and clarify responsibility for by-law enforcement so that procedures can be made more efficient and more readily intelligible to the public. It will also be necessary to establish an organization of field offices in the various areas affected by the programme so that the public can be advised of what is being done. These might well be field offices of the relocation agency so that all contacts with residents in the locality could take place in the same offices. The relocation agency designated by Council will probably be a housing authority; it should have all necessary information, advice and assistance from the Planning Board and other departments and agencies.

To achieve full use of private as well as public capital it is essential to have clear-cut policies and procedures readily understood by the developer and such that he comes in at a point which suits his operations. It is suggested that the best arrangement would be for the City, having assured itself that there is reasonable interest in an area, to take all steps up to expropriation and then put the area to tender with an adequate set of specifications which the developer must meet.

Redevelopment can be made financially attractive to developers if a leasehold arrangement is adopted. When combined with limited dividend financing, under the National Housing Act, this should even make it possible for private developers to provide low-rental housing. A leasehold arrangement also has the advantages of making a substantial long-term return to the City possible and of giving the City a continuing interest.

In all redevelopment projects it would be preferable if the City were able to repossess the area when the agreement with the developer expires so that whatever renewal or reorganization is necessary at that time may be carried out. This is particularly important in those areas near the centre of the City whose future may be in doubt. City ownership can resolve the doubt and ensure that the area is put to good use.

Section VI. SUMMARY AND RECOMMENDATIONS

The Study has served its basic purposes of collecting useful information, devising methods of study, reaching conclusions on policy and procedure appropriate to Toronto and proposing the form a renewal programme should take. However, limitations of time, staff and budget, lack of necessary detailed information and want of decisions not within the City's authority make the Study incomplete. But no such Study, dealing with a process in a changing city, can ever be complete or final.

Much work remains to be done by the City Planning Board, both in carrying out full commercial, industrial and transportation studies, and in extending the Planning Area studies to other parts of the city. The Planning Area plans will have to be elaborated into urban renewal programmes of action and brought within a budget and it is suggested that this could first be done for the Planning Areas dealt with by the Study. These are high priority areas for municipal action and the experience gained would be most useful in dealing with other areas.

The urban renewal process is a very complex one, involving many different agencies; sound policies and practices must be adopted and administration must be well-organized. The use of Planning Area plans should ensure the essential integration with the overall Official Plan while the implementing programmes and the capital budget should be the basis of co-ordination. It is most important to establish how all agencies, especially private developers, are to participate, and to create effective administrative procedures for this purpose.

An urban renewal programme involves much in the way of public works as well as redevelopment, rehabilitation of buildings and improvement of areas. It will therefore be restricted by the financial ability of the City: careful capital budgeting will be necessary and advantage must be taken of every available source of additional finance, private or governmental. There is also the limitation that the City must relocate residents displaced by any project. In practice this means that housing for low-income families must be available, much of it in suburban areas because Toronto is already fully built-up. There is little subsidized housing in existence and none of it is definitely available for the purpose of relocation. Agreement will have to be reached with the controlling housing authorities, a step which may prove to be a delaying factor in getting the renewal programme under way.

The growth of population in Metropolitan Toronto, the increasing number of low-income families and the overcrowding of older accommodation demand an extensive programme of housing in suburban areas, either public or private. At a time when the total population of the Metropolitan area is increasing so rapidly it is essential for public authorities to ensure that the housing stock is expanded at all parts of the price range. Thus serious social and economic problems can be avoided and a renewal programme can be made possible. Otherwise, only high-priced accommodation will be adequately supplied. Development on new land could produce the greatest increase in stock most economically; redevelopment is expensive, and because of the high existing densities in the City, will accommodate only a moderate increase in population.

The Study was not able to prepare a complete list of redevelopment priorities for all parts of the City, but the two Planning Areas chosen include what were considered to be the most urgent areas to be dealt with. On the basis of the findings so far the following areas can be recommended with some confidence:

For comprehensive redevelopment, chiefly to obtain low-rental housing but including other types of housing and other uses according to the plans finally adopted:

1. The area bounded on the north by Shuter Street, Jarvis to Sherbourne Street, and by Dundas Street East, Sherbourne Street to Parliament Street; on the east by Parliament Street; on the south by Queen Street East; and on the west by Jarvis Street, Queen Street to Shuter Street.

2. The area bounded by Bathurst Street, Dundas Street West, Spadina Avenue and Queen Street West.

3. The area bounded by Spadina Avenue, Dundas Street West, Simcoe Street and Queen Street West.

4. The area bounded by the Don Valley Parkway, Gerrard Street East, the Canadian National Railways line, and Queen Street East. (Planning Area studies have yet to be made in this district).

5. The area bounded by Trinity Park, Dundas Street West, Bathurst Street and Queen Street West.

On the completion of current industrial studies by the staff of the City Planning Board and a final determination of plans for industrial areas bordering Queen Street, redevelopment in these districts is likely to have equal priority with areas 3, 4 and 5.

In addition to the areas listed on the previous page, the following are those where the programme might consist of redevelopment and rehabilitation of existing buildings within improvement areas:

6. The area bounded by Parliament Street, St. James Cemetery, the Necropolis, Riverdale Park and Gerrard Street East.

7. The area bounded by Jarvis Street, Carlton Street, Parliament Street and Dundas Street East and the area to the south bounded by Jarvis Street, Dundas Street, Sherbourne Street and Shuter Street.

8. The area bounded by Grace Street, College Street, Simcoe Street and Dundas Street West.

At the same time as action is taken on these areas, progress should be made on the following, in addition to the required revisions of the Official Plan and Zoning By-law:

1. Enforcement of housing standards throughout the city, excluding redevelopment areas 1 to 5.

2. A programme of housing for low-income families in suburban areas.

3. Plans and programmes for Planning Areas throughout the City: final plans for the Don and Spadina Planning Areas should be made, followed by plans for the Bloor, Junction and Downtown Planning Areas. In addition, the district immediately east of the Don River south of Bloor Street should be studied at the earliest moment.

4. Urban renewal studies with emphasis on commercial and industrial functions.

5. Identification of areas where publicly-assisted redevelopment at high densities for upper income groups is most suitable.

APPENDIX I

RECORD OF INFORMATION USED IN URBAN RENEWAL STUDY

for

Studies of the City as a Whole (Section II)

(a) Material marked with an asterisk has been placed in Urban Renewal Survey Material Files.
(b) Printed publications are underlined.
(c) Dominion Bureau of Statistics has been abbreviated to "D.B.S."

	Relevant Maps
	Prepared by the Urban Renewal Study or, where indicated, by the City Planning Board Staff (C.P.B.)

I. PHYSICAL BASE

Analysis provided by J.H. Richards, Ph.D., dealing with location, relief and drainage, geology and climate of the city. *	(1) Contours: 25' intervals 2000'=1" (2) Census Tracts, 1951 2000"=1"

II. PHYSICAL DEVELOPMENT

Report (and discussion of probabilities) by J.H. Richards, covering historical development; land use: residential; trading, processing, storage uses; transportation facilities; services.*	(3) Growth of City to 1914 2000'=1" (3a) Historical Map of Growth (City Boundaries) 2000'=1" (4) Land Use (copy of map by Metropolitan Toronto Planning Board) 2000'=1" Land Use, Civil Defence Branch, Department of Health and Welfare, Ottawa (C.P.B.) 1000'=1"

III. PLACE TO LIVE:

A. Children's facilities; their location and adequacy

(1) Nurseries

-The Day Nurseries Act and Regulations as amended to 1951, R.S.O. 1950, Chapter 88, Toronto, 1951.

-Interview with Miss. E. Stapleford, Ontario Department of Public Welfare, Toronto. *

Location and names of nurseries shown on (5) Schools Map 2000'=1"

-Ontario Department of Public Welfare, list of day nurseries in Toronto, with accommodation, age group, location, 1955, Toronto*

(2) Schools

-Number of Pupils, Toronto Public Elementary Schools, Dec. 1952 and March 1955 with % gain or loss. *

-Bureau of Jewish Education, list of Hebrew Schools and their location, Toronto. *

-C.C. Goldring, Report to Board of Education on Rehabilitation and Replacement of Schools in Central areas, Toronto. Jan. 19, 1955.

-Bureau of Social and Economic Research, Canadian Jewish Congress, Canadian Jewish Population Studies, Montreal, 1954.

(3) Playgrounds

-G.T. Bell, City of Toronto Parks Commissioner, General Report and Recommendations concerning the Parks and Recreation System of the City of Toronto, 1955.

-List of facilities and acreage of parks, Jan, 1955, City of Toronto Department of Parks and Recreation.

B. Families & Adults' requirements; the availability and adequacy of community facilities, housing, etc.

(1) Living Conditions

a. Parks & Open Spaces

-Interview with G.T. Bell, City of Toronto Parks Commissioner. *

-G.T. Bell, City of Toronto Parks Commissioner, General Report & Recommendations concerning the Parks and Recreation System of the City of Toronto, 1955.

-List of facilities and acreage of parks, Jan. 1955, City of Toronto Parks Department.

Relevant Maps

(5) Location and names of all schools. 2000' - 1"

(6) City Parks 2000' - 1"
(7) Green Belt 6000' - 1"

b. Recreation Facilities

Relevant Maps

(i) Entertainment

See also Customer Commercial

(8) Commercial Recreation (Source: Welfare Council) 1500' = 1"

(9) Movies, Theatres, Night Clubs, etc. 2000' = 1"

(ii) Cultural

D.B.S. - Free Urban & Regional Public Libraries, 1954, Ottawa, 1955.

(iii) Social Centres

-Welfare Council of Greater Toronto, Community Health and Welfare Services in Metropolitan Toronto, 1953.

c. Housing

By Census Tracts, City of Toronto, 1951. 2000' = 1"

-M.V.Jones, Housing in Metropolitan Toronto, unpublished address, Toronto, 1954. *

(10) Crowded Dwellings.

(11) Dwellings in need of major repair.

-Unpublished D.B.S. data re types, condition, etc. of Toronto dwellings, 1951. *

(12) Earnings of Wage Earner Family Heads.

-Dwelling unit completions, 1950-54 D.B.S. bulletin Residential Construction, Ottawa.

(13) Owner Occupancy

(14) Median Rents

-Housing evictions, 1952 to Third Quarter, 1955, source: G.K. McBride Osgoode Hall, Toronto. *

(15) Quality of Structures 1000' = 1"

(16) Land Use in Industrial Zones. 1000' = 1"

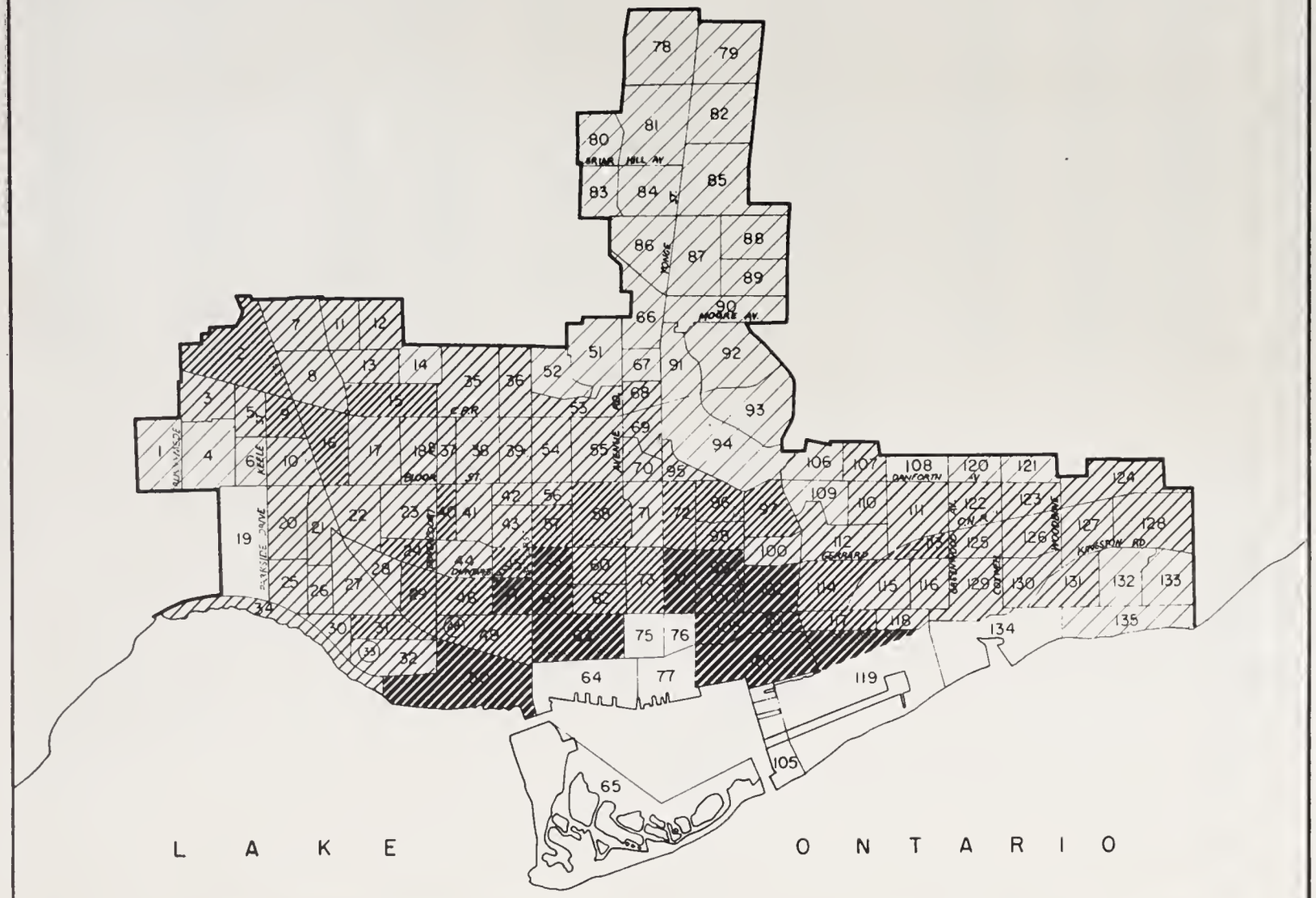
-Interview with F. Dearlove, Toronto Housing Authority, Toronto.*

(17) Location of Apartment Buildings in City, 1955. 2000' = 1"

-Interview with A. Soule, Housing Officer, City of Toronto Welfare Department. *

-Interview with R. Arseneault, Arseneault Real Estate, Toronto.*

-Interview with A. Lowe, Metropolitan Toronto Apartment Owners Association, Toronto. *



CROWDED DWELLINGS

CROWDED DWELLINGS AS PERCENTAGE OF TOTAL IN EACH CENSUS TRACT, 1951

LEGEND

- CITY BOUNDARY
- CENSUS TRACT BOUNDARIES
- 27 CENSUS TRACT NUMBERS
- BELOW 8%
- 8 - 17.9%
- 18 - 27.9%
- 28.0 AND OVER

DEFINITION OF CROWDED DWELLING: A DWELLING IN WHICH THE NUMBER OF PERSONS EXCEEDS THE NUMBER OF ROOMS. KITCHENS, BUT NOT BATHROOMS ARE INCLUDED.

CITY OF TORONTO

1 0 1 2 miles

5000 0 5000 10,000 feet

URBAN RENEWAL STUDY

CITY OF TORONTO PLANNING BOARD 1956.

Relevant Maps

-Interview with E.A.R. Thieler, Sun Life Assurance Co. Toronto.*

-Interview with J. Wolfe, Accountant, City of Toronto Dept. of Welfare.*

-List of apartments under construction 1955; source: Ph.D. studies, Department of Geography, University of Toronto, by B. Shindman.*

-Interview with A. Henderson, Toronto Daily Star, Real Estate Columnist.*

-Metropolitan Toronto Department of Welfare and Housing, Annual Report, 1954.

-Table of land values, source: F.Y. Walters of J.O. Willoughby & Co., Toronto.*

(18) Distribution of 1940 Population and Industrial Employment Centres (Toronto Transport. Commission) approx. 4000' = 1"

(19) Land Use in Commercial Zones (other than central area). 1000' = 1"

d. Shopping

-See V - Customer-Commercial

e. Traffic

-Interview with City of Toronto Traffic Engineering Division re available information.*

-Interview with Inspector R. Kerr, Traffic Division, Toronto City Police.*

-Extract from Traffic Analysis of the Don Tributary Area, Metropolitan Toronto Planning Board, July 19, 1955*

-See also VII - Transportation

(20) Traffic Regulations and Truck Routes, 1954. 2000' = 1"

(21) Accident Intersections, 1949-54. 2000' = 1"

f. Hospitals, Clinics

-Ontario Department of Health, 84th Annual Report, 1953, Toronto, 1955.

-List of hospitals *

-1949 Official Plan, City of Toronto showing health centres and welfare centres.*

Relevant Maps

g. Townscape

-Interview with V.B. Blake, Conservation Branch, Ontario Department of Planning and Development re buildings of historical interest.*

-Interview with N. Simpson and P. Stokes, Architectural Conservancy of Ontario.*

-P. Stokes, submission, and partial lists of buildings of interest, Toronto, 1955.*

h. Public Health Conditions

-Air Pollution

-Air Pollution Advisory Board, Annual Report, Toronto, 1954.

-City of Toronto By-law 17675 re air pollution.*

-Extract from Ontario Municipal Act re smoke prevention (para. 70, Section 388).*

-Board of Transport Commissioners, certification of Orders 5678 and 42503, Ottawa, 1946.*

-Interview with J.B.R. Neilson, City of Toronto Smoke Abatement Officer.*

-Water Pollution

-Conservation Branch, Ontario Department of Planning and Development, Don Valley Conservation Report, 1950, Toronto.

-Humber Valley Conservation Authority, The Story of a Flood, Toronto, 1955.

-Garbage Disposal

-Interview with G.E. Taylor, Deputy Commissioner, City of Toronto Street Cleaning Department.*

-Sanitation

-Interview with G.E. Taylor, Deputy Commissioner, City of Toronto Street Cleaning Department.*

-Gore & Storrie, the Municipality of Metropolitan Toronto, Report on Water Supply and Sewage Disposal, Toronto, 1954.

(22) Location of existing trunk watermains, etc. 2000' = 1"

i. Social Services

-Welfare Council of Greater Toronto, Community Health and Welfare Services in Metropolitan Toronto, 1953.

-Municipal Handbook, City of Toronto, 1955

j. Economic Considerations:

-Work opportunities, taxation, salaries, wages, and cost of living.

-National Employment Service Count of Toronto area employees, by Wards, 1953. Source: Metropolitan Toronto Planning Board.*

-Industrial employers and employees, source: Welfare Council of Toronto and District.*

-Refer to 1951 Census data on labour force under IV. Industrial, C. Needs of Production.

-The Ontario Bureau of Statistics and Research, Department of the Provincial Treasurer, Sixth Annual Economic Survey of Ontario, 1954.

-D.B.S. Prices and Price Index, Ottawa, May, 1955.

-Department of National Revenue, Taxation Statistics 1953; Ottawa: Sources of income of tax payers, greater Toronto, taxation and taxpayers by income.*

-Budgets and Annual Reports of the Treasurer, City of Toronto.

-D.B.S. Employment & Payrolls, Ottawa, 1955.

-D.B.S., National Accounts, Income and Expenditure 1951-1954, Ottawa, 1955.

(12) Census Tracts, City of Toronto: Map re Earnings of Wage - Earner Family Heads. 2000' = 1"

Relevant Maps

C. Elderly People; their special requirements.

Percentage of persons 65 and over by Census Tract, by Mrs. B. Hardy.

-Toronto Welfare Council, Suggestions for a Co-ordinated Programme of Services for Old People in Toronto, Toronto, May, 1953. *

-Municipality of Metropolitan Toronto Department of Welfare and Housing, Annual Report, 1954.

IV. INDUSTRIAL

A. Basic Classification of Products; type and bulk.

-Toronto Industrial Commission, The Middle Third Strategy.

-D.B.S., Manufacturing Industries of Canada, 1952, Geographical Distribution, Ottawa.

-Toronto Industrial Commission data re types of products and new industries since 1929. *

-Interview with W. Wilson, Toronto Industrial Commission. *

-Hydro-Electric Power Commission classification of H.E. consumers and number served. *

-D.B.S., The Men's Factory Clothing Industry, 1953, Ottawa, 1955.

B. Raw Material; type, source, transportation and storage needs.

-Interview with J.R. Burns & W.J. Eamon, Canadian National Railways, Toronto. *

-Interview with W.J. Rae, Lever Bros., Toronto. *

Relevant Maps

-Interview with W. Rest, Habour Commission, Toronto. *

-Interview with W.D. Paterson, Trans-Canada Airlines, Toronto.*

C.-Physical Needs of Production; the availability of industrial fuel, water, and land.

-Interview with W.J. Wiley, Hydro-Electric Power Commission, Toronto*

-Data on rentals from F.Y. Walters of J.O. Willoughby Co., Toronto.*

-Interview with Roger Arseneault, Arseneault Real Estate, Toronto.*

-Interview with W.Wilson, Toronto Industrial Commission.*

-Buffalo Business, February, 1955: Information on Seneca Centre, Buffalo. *

-D.B.S. 1951 Census data on labour force.*

-Refer to interview with W.Rest, Toronto Harbour Commission under B.

-Refer to interview with D.G.Lawson, N.W. Bradley and H.V. Stevens of Ridout Real Estate Ltd., Toronto under V.I. Business-Commercial.

(16) Land Use in Industrial Zones. 1000' = 1"

Civil Defence Land Use Map (C.P.B.) 1000' = 1"

(23) Condition Plan, Harbour Area 1952. (Up to date) approx. 1200' = 1"

(23c) Commercial and Industrial Zoning, 1953. 2000' = 1"

D. Processing; space requirements, structural quality, availability of labour, employees' traffic.

-Refer to D.B.S. 1951 Census data on labour force under C.

-The Ontario Bureau of Statistics and Research, Sixth Annual Economic Survey of Ontario, 1954.

-Interviews with City of Toronto Traffic Engineering Division and Toronto Parking Authority re employee traffic.*

-Interview with G.E. Taylor, City of Toronto Street Cleaning Dept. *

(15) Quality of Structures 1000' = 1"

(24) Parking lots, central area. 1000' = 1"

See Map (18) re employment centres, 1940.

Relevant Maps

E. Shipping; bulk, perishability of goods, loading facilities, routing efficiency and industrial traffic needs.

-D.B.S. Shipping Reports, 1954, I-III, Ottawa, 1955.

-Dun & Bradstreet, Dun's Review and Modern Industry, Traffic Management, May, 1955.

-Interview with W.J. Rae, Lever Bros. Toronto. *

-Interview with W.H. Male, Direct Winters, Terminal Warehouse, Toronto. *

-Interview with J.R. Burns and W.J. Eamon, Canadian National Railways, Toronto. *

-D.B.S., Summary of Monthly Railway Traffic Reports, 1954, Ottawa, 1955.

-Interview with W.D. Paterson, Trans-Canada Airlines, Toronto. *

-Interview with W.Rest; Toronto Harbour Commission, Toronto. *

-Interview with W. Wilson, Toronto Industrial Commission. *

-Interview with G. Rhodes, Canadian Warehouseman's Association, Toronto* (Also Roster of Members).

-Interview with J.D. Murray of Murray & Robinson, Importers and Wholesalers, Toronto. *

-Interview with Inspector R. Kerr, Traffic Division of Toronto City Police. *

-Refer to City of Toronto Traffic Division and Toronto Parking Authority material under D. Processing.

(25) Location of trucking terminals of members of Canadian Warehousemen's Association. 2000' = 1"
-See Quality of Structures (15) for location of transport establishments (approx) and C.D. Land Use Map (4) for warehouses.

(20) Truck Routes. 2000' = 1"

(26) Metropolitan Toronto Transportation Proposals, 1955. 2000' = 1"

F. Finished Product; relation to market and nature of market. — Relevant Maps

-Refer to interview with W.J. Rae, Lever Bros., Toronto.

-Refer to interview with J.R. Burns and W.J. Eamon, Canadian National Railways, Toronto, under E. Shipping.

Other = U.S. Department of Commerce, What Will Industry Mean to My Town?, Washington, D.C., 1955

Redevelopment Information Service, Redevelopment for Light Industry, Chicago, 1953.

U.S. Dept. of Commerce, Organized Industrial Districts, Washington, D.C., 1954.

V. CUSTOMER-COMMERCIAL

A. Market; purchasing power, density of market and rate of change, accessibility, convenience.

-Traffic Quarterly, ENO Foundation for Traffic Control, July 1955: Retail Structure of Urban Economy; Law of Retail Gravitation.

-Interview with E. Leichtenburg and E.O.R. Thieler, Sun Life Assurance Co., Toronto. *

-Ontario Bureau of Statistics and Research Sixth Annual Economic Survey of Ontario, 1954.

-Data from Sales Management, May 1955.*

-Toronto Telegram, Canada's Richest Market, Toronto, 1954-55.

-D.B.S., Price & Price Indexes, Ottawa, May 1955.

Relevant Maps

B. Type of Service; serving day-to-day needs, durable goods, specialty goods, night or day activity, strategy of location.

-Interview with J.B. Penn McLeod, Walsh Advertising Co., Toronto.*

-Toronto Convention & Tourist Assn. Annual Report and Financial Statement, 1953.

-Interview with B. Shindman, Careful Hand Laundry. *

-Traffic Quarterly, July 1955, see A. above.

(19) Land Use in Commercial Zones (except central area). 1000' = 1"

(27) Toronto Transit Commission, two maps, 1943. 1000' = 1"

Refer to Welfare Council and Census Tract maps of recreational facilities.

Approx. locations of 2000' = 1"

(28) drug stores
(29) new furniture stores and home appliance
(30) 5 & 10 stores & large grocery stores
(31) finance companies.

C. Facilities; parking, loading and unloading of people and goods, relation to wholesale & ancillary services.

-Interview with J.R. Walker, Toronto Parking Authority. *

-Annual Report, 1954, Toronto Parking Authority.

-Interview with Murray & Robinson, Importers, Wholesalers, Toronto.*

-Refer to interview with Inspector R. Kerr, Traffic Division, Toronto City Police, under IV - Industry

-Interview with City of Toronto Traffic Engineering Division.*

-Interview with W.J. Rae, Lever Bros., Toronto. *

D. Characteristics; traffic & environment effects size of labour force, taxation, land requirements.

-Interview with W.F. Irving, Toronto Transit Commission.*

-D.B.S. 1951 Census data on labour force. *

-Data on rentals from J.O.Willoughby and Co., Toronto.*

Relevant Maps

E. Physical Factors; trends of development.

-Interview with J.B. Penn McLeod, Walsh Advertising Co., Toronto.*

-Refer to interview at Ridout Real Estate Ltd., VI - Business-Commercial.

-Traffic Quarterly, Retail Structure of Urban Economy, table, July 1955.*

VI. BUSINESS-COMMERCIAL

A. Market; purchasing power, accessibility, stock exchange, government, credit facilities, "contacts"

-Toronto Industrial Commission, statement on buying power.*

-Refer to Toronto Telegram, Canada's Richest Market 1954-55. See V. Customer-Commercial. A. Market.

-Ontario Bureau of Statistics and Research. Sixth Annual Economic Survey of Ontario, 1954.

B. Labour; number and type of employees means of transportation.

-Refer to D.B.S. data on labour force under V. Customer-Commercial. D. Characteristics.

-Refer to interview with City of Toronto Traffic Engineering Division. V. Customer-Commercial. C. Facilities.

Land Use, central area (CPB) 300' = 1"

(19) Land Use in commercial zones (except central area). 1000' = 1"

(31) Location of Major Finance Companies. 2000' = 1"

Relevant Maps

C. Accommodation & Services; concentration and type of space, cost of space, parking requirements, provision for open space.

-Refer to data on rentals under V. Customer-Commercial. D. Characteristics.

-Interview with D.G. Lawson, N.W. Bradley and H.V. Stevens of Ridout Real Estate Limited, Toronto. *

-Interview with R. Arseneault, Arseneault Real Estate, Toronto.*

-Refer to interview with Inspector R. Kerr, Traffic Division, Toronto City Police, under V. Customer-Commercial C. Facilities.

-Refer to interview with J.R.Walker, Toronto Parking Authority under V. Customer-Commercial.

D. Environment Effects; traffic generated, effects of major projects.

-Refer to interview with W.F. Irving, Toronto Transit Commission, under V. Customer-Commercial. D. Characteristics.

(27) Toronto Transit Commission, two maps, 1943. 1000' = 1"

VII. TRANSPORTATION

A. Goods

1. Transported by rail; origin & destination, characteristics of goods, transit characteristics and efficiency, impediments.

- See interviews Canadian National Railways and Canadian Pacific Railway under IV. Industrial.

- D.B.S. Canadian National Railways 1923-1954, Ottawa, 1955.

(26) Metropolitan Transportation Routes. 50,000 = 1"

(20) Truck Routes 2000 = 1"

(21) Accident Intersections 1949-54. 2000 = 1"

(24) Parking Lots, Central Area. 1000 = 1"

Relevant Maps

-Ontario Bureau of Statistics & Research, Sixth Annual Economic Survey of Ontario, 1954.

2. Transported by roads; (as above)

-Interview with Inspector R. Kerr, Traffic Division, Toronto City Police. *

-Interview with W.H. Male, Direct Winters Transport, Toronto. *

-Interview with Murray & Robinson Importers, Wholesalers, Toronto.*

-Interview with W. Wilson, Toronto Industrial Commission. *

-Interview with C. Rhodes, Canadian Warehousemen's Assn. Toronto. *

-Ontario Bureau of Statistics and Research, Sixth Annual Economic Survey of Ontario, 1954.

-Ontario Department of Highways - 1953 Traffic Volumes for King's Highways of Southern Ontario.

General: Toronto Industrial Commission statement on Toronto's transportation facilities. *

B. People

1. Transported by rail

-See interviews with Canadian National Railways and Canadian Pacific Railway under IV Industrial.

(25) Warehouse terminal locations

See also C.D. land use map and (15). 2000 = 1"

2. Transported by road; a. long distance, b. city, including transit, c. passenger automobile, terminals, facilities, parking, impediments.

Relevant Maps

a. long distance public transportation:

- Interview with K. Ring, Colonial Coach Lines, Toronto.*

- Refer to reports below under c.

b. city public transportation:

- Interview with W.F. Irving, Toronto Transit Commission. *

(27) Toronto Transit Commission, two maps, 1943. 1000' = 1"

c. passenger automobile:

- Margison, Babcock & Associates, Ltd., Proposed Lakeshore Expressway for Municipality of Metropolitan Toronto. Toronto, 1954.

- Metropolitan Toronto Planning Board - Interim Study, Don Valley Parkway, August, 1955.

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APPENDIX II

POPULATION & HOUSING CHARACTERISTICS and PROPOSALS FOR DWELLING UNIT DISTRIBUTION

in the Don and Spadina Planning Areas(1)

	City	Don Planning Area	Spadina Planning Area
Total Population 1954(2)	682,415	49,500	61,729
Population Growth			
1941-51	1.2%	6.9%	-8.7%
1951-54(3)	1.0%	5.0%	4.0%
Age Distribution			
Under 24	33.5%	37.7%	33.8%
65 and over	10.5%	9.0%	8.2%
Official Language			
English only	94.5%	91.1%	90.1%
French or French and English	4.1%	7.2%	3.9%
Neither English nor French	1.5%	1.6%	6.0%
Occupation Group			
Male:			
In service occupations or labourers	23.1%	36.1%	30.5%
Proprietary, managerial, or professional	18.5%	7.6%	13.0%
Female:			
Manufacturing and mechanical	15.8%	Not obtained	25.3%
In service occupations or labourers	27.7%	"	34.8%
Years of Schooling			
5-8 years of schooling	35.7%	45.5%	41.0%
9-12 "	43.3%	38.2%	28.6%
Median Earnings			
of wage earner family heads	$2480	$2064-2278	$2103-2385

(1) - Source of all figures except 1954 population: Dominion Bureau of Statistics, Ninth Census of Canada, 1951, Bulletin CT-6, Population and Housing Characteristics by Census Tracts, Toronto, Ottawa, 1953.
(2) - Assessment Rolls, City of Toronto.
(3) - Ibid.

	City	Don Planning Area	Spadina Planning Area
Size of Households(1)			
% of households of 6 or more persons	22.9%	30.8%	35.2%
Persons per Household	4.2	3.6-6.7	4.5-5.6
Persons per Family(2)	3.1	2.9-3.6	2.8-3.1
Family Size by Number of Children			
3 or more children	10.6%	15.8%	9.6%
1-2 children	44.7%	43.3%	49.6%
no children	44.7%	40.8%	40.7%
Age of Children in Families			
under 6 years	33.2%	36.0%	35.6%
6 - 13 "	30.6%	31.6%	29.7%
Number of Lodging Families	17.0%	25.2%	23.2%
Number of dwelling units	157,175	6.0% of city total	7.3% of city total
Dwellings in need of major repair	6.9%	15.6%	9.2%
range in Planning Area census tracts		10.0% - 18.1%	2.5% - 18.5%
Crowded Dwellings	13.1%	26.0%	23.0%

(1) - Census definition of "household": a person or group of persons occupying one dwelling unit.

(2) - Census definition of "family": a husband and wife (with or without children) or a parent with an unmarried child (or children) living together in the same dwelling.

Method of Calculating Unit Distribution

As a guide to the distribution of unit types for redevelopment projects, certain assumptions were required because of the form of available census data:

(1) to allocate the children among families
(2) for ascertaining the number of one person families, not available from the census or any other source.

The only existing information on which to work is the census table of family size by 0, 1 and 2, 3 and 4, 5+ children. This does not include one person families, which must be calculated.

The following table shows the basic existing information for the Don Planning Area:

Family[1] size by number of children	Number of Families
0	4587
1-2	4861
3-4	1409
5+	374

If we assume that 50% of the 1-2 children families have 1 child, and 50% have 2 children; if we assume 2/3 of the 3-4 children families have 3 children and 1/3 have 4 children; and if we assume the average number of children in the 5+ category is 6, we may estimate the number of people in these families, as shown in the following table. For this calculation the assumption is made that there are 2 parents in each family, although this is not always the case.

Family by number of children	Number of families	Number of people (incl. parents)
0	4587	9,000
1-2	4861	17,010
3-4	1409	7,504
5+	374	2,992

(1) - See census definition, page 2.

To estimate the number of single person families in the Planning Area the following census information was used as a basis:

Number of single people (15 & over)	11,322
Number of widowed	3,105
Number of divorced	307
	14,734

There are 3,352 persons in the 15-19 age bracket living in the Planning Area. Many of these will be living with their families and will have been included with them in the table of families by number of children. If we assume that 68% are living with their families, then 2,284 should be subtracted from the total "unmarried" population (i.e. single, plus widowed, plus divorced) giving a single family population of 14,734 less 2,284, or 12,460.

People 20-24, where living with their parents are also counted in families. This number must be estimated for subtraction from the single family population. There are 4,369 persons in the 20-24 age bracket and if it is assumed that 50% live with their parents then 2,184 should be subtracted from the previous estimate of single person families. The final estimate of single person families is 12,460 less 2,184, which is 10,276. The total population from these calculations is 10,276 in single person families plus 36,506 in families of 2 or more, giving a total of 46,108. This checks against the 1951 census population of 47,108.

In calculating the equivalent unit distribution assumptions were also necessary on doubling up (e.g. two single women living in a one-bedroom apartment) and the number of households which might contain extra single adults as boarding relatives or boarders, or roomers.

The number of single person families totalled 10,276. In the first calculations it was assumed that half would double up in bachelor units and that the rest would occupy bachelor units alone. On this basis the number of bachelor units for single persons was 5,138 (27.3% of the total units). It was also assumed that half the couples without children would be housed in bachelor units. This brought the total of bachelor units to 7,388 or 39.2% of all units.

For three reasons, this estimate was revised.

(1) It was thought undesirable to expect couples to live in bachelor units, other than as a temporary expedient.

(2) Many of the single people now living in the Area are likely to be relatives, boarders and roomers. The present persons per census family varies by census tract from 2.9 - 3.6 and the present persons per household from 3.6 - 6.7. It was considered reasonable and often desirable to allow for extra adults living with families not only in privately operated housing but in public housing developments. For the purpose of the Study, the following assumptions were accepted for the distribution of single persons among households:

Family	Household, including single persons
Couples	40% couples alone
	30% couples with 1 single person
	30% couples with 2 single persons
2 parents, 1 child	80% family alone
	20% family with 1 single person
2 parents, 2 children	85% family alone
	15% family with 1 single person
2 parents, 3 children	85% family alone
	15% family with 1 single person
2 parents, 4 children	85% family alone
	15% family with 1 single person
2 parents, 5 children (av. 6)	85% family alone
	15% family with 1 single person

This resulted in 3.35 persons per household.

(3) Flexibility in the use of housing units can be obtained by providing a large proportion of 3-bedroom units in any single housing project. This size of unit can accommodate a range from couples with two roomers to some families with four children. In row houses, in particular, with 18' bays, the 3-bedroom units are most economical to build because the most effective use of interior space can be made; they provide an increase in useful space proportionately greater than the added cost of building or the added rent as compared to smaller units. It is therefore desirable to weight the distribution of dwelling units in favour of 3-bedroom units.

A tentative allocation of the remaining single persons between hostels, bachelor units and in 1 bedroom units was made:

20% in hostels

30% in bachelor units

50% in 1 bedroom units (2 to a unit)

However, in the Spadina Planning Area, the presence of the University led to the following allocation:

- 50% in hostels, including residences
- 20% in bachelor units
- 30% in 1 bedroom units

5-bedroom units are proposed for the largest families but it is unlikely that units of this costly type can be provided in low-rental housing schemes. For households of 7 (or even 8) persons, 4 double bedrooms may suffice.

Tables follow for the Don and Spadina Planning Areas showing the resulting distribution of units.

TABLE 1 - THEORETICAL DISTRIBUTION OF TYPES OF DWELLING UNITS
based on studies of the existing composition of population in the DON PLANNING AREA (1)

Composition of Households (2)	Hostel	Types of Units: Bachelor	1 Bedrm	2 Bedrm	3 Bedrm	4 Bedrm	5 Bedrm	Members in Household	Persons	% Distrib. of Persons
1 Single	1022	1532						1	1022 1532	2.2 3.3
2 Single			1277					2	2554	5.5
Couple			1800					2	3600	7.7
Couple+1				1350				3	4050	8.6
2P. 1 Ch.				1944				3	5832	12.5
2P. 1 Ch. + 1					486			4	1944	4.1
Couple +2					1350			4	5400	11.5
2P. 2Ch.					2065			4	8260	17.7
2P. 2Ch. + 1					182	183		5	1825	3.9
2P. 3Ch.					797			5	3985	8.5
2P. 3Ch. +1						141		6	846	1.8
2P. 4Ch.					299	100		6	2394	5.1
2P. 4Ch. +1							70	7	490	1.1
2P. 5Ch. (av.6)						159	159	8	2544	5.4
2P. 5Ch. (av.6)+1							56	9	504	1.1
TOTAL UNITS excluding hostel		1532	3077	3294	5179	583	285	13,950 units	46,782	100.0
% Distribution of Units		11.0	22.1	23.6	37.1	4.2	2.0			

(1) For assumptions concerning family and household composition, see preceding text.

(2) E.g. Single + 2 = single persons and 2 others;
2P. 1Ch.+2 = 2 parents, one child and 2 others.

TABLE 2 - THEORETICAL DISTRIBUTION OF TYPES OF DWELLING UNITS
based on studies of the existing composition of population in the SPADINA PLANNING AREA (1)

Composition of Households (2)	Hostel	Types of Units: Bachelor	1 Bedrm	2 Bedrm	3 Bedrm	4 Bedrm	5 Bedrm	Members in Household	Persons	% Distrib. of Persons
1 Single	3061	1024						- 1	3061 1024	5.1 1.7
2 Single			1019					2	2038	3.4
Couple			2457					2	4914	8.2
Couple +1				1842				3	5526	9.2
2P.1Ch.				2994				3	8982	15.0
2P.1Ch. +1					749			4	2996	5.0
Couple +2					1842			4	7368	12.3
2P. 2Ch.					3171			4	12684	21.1
2P. 2Ch. +1					286	286		5	2860	4.8
2P. 3Ch.					111			5	3555	5.9
2P. 3Ch. +1						125		6	750	1.2
2P. 4Ch.					266	89		6	2130	3.6
2P. 4Ch. +1							63	7	441	.7
2P. 5Ch. (av.6)						86	87	8	1384	2.3
2P. 5Ch. (av.6) +1							31	9	279	.5
TOTAL UNITS excluding hostel		1024	3476	4836	7025	586	181	17,122 units	59,992	100.0
% Distribution of Units		6.0	20.3	28.2	41.0	3.4	1.1			

(1) For assumptions concerning family and household composition, see preceding text.

(2) E.g. Single + 2 = single persons and 2 others;
2P. 1Ch.+2 = 2 parents, one child and 2 others.

APPENDIX III

DON PLANNING AREA : Commercial Aspects

This is primarily a residential area which, despite its proximity, appears to have little connection with downtown Toronto other than for employment. Shopping facilities are provided by neighbourhood stores, but only a few of these appear to be very prosperous. In the best developed commercial concentration (Carlton-Gerrard Streets on Parliament Street) only one bank, no credit agency, and few professional offices are to be found. This same concentration has a rather large number of restaurants -- probably a response to the presence of rooming houses.

Apart from this concentration on Parliament Street, there is a shopping area on Queen Street, at Parliament Street, and smaller ribbons on Wellesley Street, east of Sherbourne Street, Dundas Street at Parliament Street, Jarvis Street, south of Gerrard Street, Bloor Street just west of Sherbourne Street, and Queen Street at Sherbourne Street.

None of these commercial areas appear to have a much more than local connection, except that at Queen Street and Parliament Street, which has a number of furniture and appliance stores which draw on a wider area. Most of the structures in them are poor or fair; many are converted houses and all ribbons are interrupted by houses. Only the Bloor Street stores at Sherbourne Street can be considered of good structural quality. This area also has the largest group of professional offices.

Conclusions:

Retail shopping should be located so as to provide the best services for residents of the Planning Area. Ribbon shopping provides no special advantage, and in some cases adversely affects traffic conditions on main arteries. Many of the stores appear to be economically marginal as well as structurally poor.

Concentrations of stores at desirable locations, developed in depth and with adequate parking facilities, would provide better retail service for the Planning Area, and improve the economic position of the stores.

Changes in the location of shopping must provide the maximum customer convenience for the planned population distribution. Certain of the present shopping areas are not especially effective: these include the commercial ribbons on Wellesley and Dundas Streets, and parts of the strip commercial sections on Queen Street.

Two main locations seem to be well adapted to nucleation of commercial enterprises, both for present and likely future development within the Planning Area. These are discussed below.

The recommendations offered are the result of studies of various factors, including: physical quality of buildings; types of commercial

establishments; forms of intrusions in the commercial ribbon; market served; general characteristics of adjacent residential and other areas; effects of traffic; probable effects of new projects, and relationship with the Planning Area.

1. Parliament Street: (Gerrard to Winchester Streets)

This ribbon of commercial establishments includes most types of commercial stores and daily services:

(a) This shopping area serves neighbourhood needs. Parking and traffic create problems which will be aggravated by the new Don Valley Parkway.

(b) Commercial uses on the west side of Parliament Street should be discouraged.

(c) Commercial development on the east side of Parliament Street between Carlton and Gerrard Streets only should be encouraged to develop in depth to form a shopping area similar to a modern suburban shopping centre.

(d) In the planning of such a scheme, care should be taken to provide for the needs of the immediate Planning Area and also for those of a larger market which may be attracted to such a centre because of its relationship to the Don Valley Parkway.

2. Queen Street East: (at Parliament Street)

This area serves local shopping needs and also has some furniture and appliance stores that draw on a wider market:

(a) Commercial activity is weakest on the south side of Queen Street. Structures are poor.

(b) Queen Street is a traffic artery and will remain so. If redevelopment occurs in the Planning Area it will be logical to relocate shopping from all along Queen Street in the area around Parliament Street, which could then be developed in depth. This location would serve mainly the south-central parts, and particularly if it contained a new subway, of the Planning Area.

(c) As a traffic artery, Queen Street would bring into a well planned shopping area traffic from beyond the centre's immediate neighbourhood. It would be necessary to plan such a shopping area in a manner that would provide for this. The centre should supply not only daily needs, but also durable goods.

(d) A centre developed at this intersection should be carefully related to the existing Paul's Church at Power and Queen Streets.

Office Commercial and Institutional Uses:

The northern end of Jarvis Street and the adjacent part of Bloor Street already have some office buildings. A limited extension of this development at Bloor and Sherbourne Streets, and, under strict traffic access control, on Jarvis Street, is likely.

On Bloor Street there are two small hospitals (Grace Hospital and the Lockwood Clinic) which, from the viewpoint of structure and facilities, are obsolete. It seems desirable that such smaller hospitals be relocated, possibly with other institutional buildings, along Jarvis Street south of the suggested office building area. If these buildings are of moderate size, including plant and associated service facilities, their location along Jarvis Street would not be incompatible with other uses, including apartment buildings, possibly containing shopping facilities.

Some office (professional and commercial) space should also be provided in the two shopping centres suggested above.

APPENDIX IV

The Development of

SPACE STANDARDS FOR LOCAL COMMUNITY FACILITIES

to be applied to

GROSS RESIDENTIAL AREAS

The following pages set forth the reasoning behind the space standards proposed for local community facilities in "gross residential areas", the term used to describe an area containing not only the land required for housing but also the space needed for streets, parks, schools and other community services. These standards were worked out in the course of the Urban Renewal Study because, lacking an up-to-date comprehensive plan for the whole city, reasonable assumptions had to be made in allocating land in the Planning Areas selected for study.

The very broad city-wide Planning Proposals had suggested the distribution of industrial, commercial and institutional zones and the future densities of residential districts, to be laid out in greater detail and adapted more closely to local conditions in "Sketch Plans" for the areas selected for study. Proposals for major streets, expressways and rapid transit lines were incorporated into the Sketch Plans. In addition, it was necessary to determine where schools, parks and other local facilities should be added to or provided for in new locations. Plans of educational authorities for the rehabilitation and relocation of schools were taken into account as well as the recommendations of the City Parks Commissioner for extending park areas. The extent and position of "minor" commercial centres were more precisely defined as a result of field surveys in the Planning Areas. Land to be reserved for major streets was only roughly estimated; it can be determined more definitely when a complete plan has been worked out by the City Planning Board. Space for residential streets is likely to vary widely, depending upon the extent of outright redevelopment, in which the space devoted to local roads can be reduced, and on the opportunities to rearrange the street pattern where rebuilding is unnecessary.

The standards proposed should be regarded as providing material for further study and refinement by the City Planning Board.

Average Net Lot Densities

Densities of 60, 100, 150 and 200 persons per acre of net lot area had been suggested in the Planning Proposals map. Ratios based on net lot area were used because of the ultimate need to translate such proposals into a zoning by-law, a type of regulation which applies only to private property. Being average figures, the proposed densities allow for variations over the area to which they are applied; for example: at an average of 60/acre, 67% of the net residential area may be at 40/acre, 33% at 100/acre.

Gross Residential Densities

Gross densities, to be applied to areas of about 50 acres or more, were developed from net lot densities by including the space required for local facilities. The densities are expressed in persons per acre, and the standards for local community facilities in acres per 1000 persons.

A Gross Residential Area was assumed to be made up of the following parts:

1. Net Lot Area
2. Residential Streets
3. Primary School Sites
4. Other School Sites
5. Neighbourhood Parks
6. Shopping or Retail Areas and Areas for Other Uses, each including lanes and off-street parking.
7. Major Streets

1. Net Lot Area

This is derived from the net density selected and establishes a fixed figure. It includes building area, private open space and off-street parking area.

Average Net Lot Density Persons per net lot acre	Net Lot Area acres per 1000 persons
200	5.00
150	6.67
100	10.00
60	16.67

On the Planning Proposals maps, the distribution of the average net densities is as follows:

Persons per net lot acre	Estimated acres of net lot area	%
200	70	1
150	1,085	15
100	3,590	50
60	2,500	34
	7,245	100

It will be seen that the 200/acre zone is very limited and the 100/acre most extensive.

2. Residential Streets

"Residential" streets have been treated separately from the net residential land area, but they can be combined with the lot area in order to measure the overall space needed for residential development. It is necessary to distinguish between minor or residential roads and major or heavy traffic streets. The city-wide system of major thoroughfares constitutes a basic framework, linking all parts of the city together and with the region. It should be designed to carry heavy traffic efficiently and not to cut through residential areas. On the other hand, the streets in residential areas should provide merely a means of access to individual dwellings or groups of dwellings. The residential street can have other functions as well: its right-of-way can be a route for underground and overhead services (gas, water and sewer mains, street lighting and telephone and hydro lines). The residential street, though intended for carrying moving traffic, has come to perform the function of a parking area as well, particularly near commercial and industrial centres or in closely built-up residential districts. Ideally, the space now designated as "street allowance" should be reallocated to provide the minimum width of travelled roadway and a greater proportion of land for parking and usable open space.

Depending on the design of a redevelopment project covering 10 acres or more, a saving of about 10% of the lot and street area, and possibly more, can be effected, providing either a greater net lot area or more space for other uses. For example, the Sketch Plan for the Don Planning Area, with a 15% allowance for residential streets, can accommodate a population of 50,000 at 150 persons per acre average net lot density, with a reasonable standard of parks, schools and other community facilities. If a 25% allowance were made, only 45,000 could be housed at the same density. The proportion of land required (at the same standards) for community facilities would be lower, owing to the reduction in population and the higher proportion in street allowance, but the objective of providing accommodation for the number of people that now live in this Area would be lost.

The alternative is to raise the average net lot density and to rely on a wider street allowance to provide the needed open space between buildings. But, as with the present grid pattern, the best arrangement of buildings and open space would be difficult to achieve. The routes of existing utilities already govern the placing of new buildings. To allow the site planner the utmost freedom, grouping buildings in economical yet pleasing layout, a maximum amount of land should be rescued from the present street allowances.

a. British Standards:

One of the first approaches in arriving at a standard was to test the 55 square feet per habitable room suggested in The Density of Residential Areas(1) for not only roads and paths, but also garages and other miscellaneous uses, amounting to "perhaps 15-25%" in a purely residential area. Assuming persons per habitable rooms as follows, the result is given in acres per 1000 persons according to the proposed densities.

Persons per net lot acre	persons/hab. room	sq.ft./1000 persons	acres/1000 persons
200	1.0	55000	1.26
150	1.0	55000	1.26
100	1.08	59400	1.36
60	1.25	68750	1.56

Although this provides for uses other than the roadway alone, the fixed rate applied to all densities does not allow for the additional road frontage required for the larger lot areas in low density zones and where the customary 66 foot right of way is retained.

b. U.S. Standards

In Planning the Neighborhood(2), Tables 4, 12 and 15, suggest standards for a neighborhood of 5,000. Adapted by making an estimate of family sizes, they provide the following figures:

Dwelling Type	Estimated Size of Family per Dwelling Unit	Streets Serving Dwellings acres/1000 persons	% of Neighborhood Area
1 family detached	4.0	10.3	22
1 family semi-detached or 2 family detached	4.0	6.9	21
1 family attached (row) or 2 family semi-detached	4.0	4.0	19
2 storey multi-family	4.0	3.4	21
3 " " "	3.5	3.1	21
6 " " "	3.0	2.1	18
9 " " "	3.0	1.7	15
13 " " "	3.0	1.7	15

These standards more nearly reflect Toronto's street allowance system. However, in the higher densities, the provision for parking is 160 square feet per dwelling unit or less, compared to the 300 square feet per unit proposed for Toronto.

(1) - Ministry of Housing and Local Government, The Density of Residential Areas, London, 1952.
(2) - American Public Health Association, Committee on the Hygiene of Housing, Planning the Neighborhood, Public Administration Service, Chicago, 1948.

c. Don Planning Area

In preparing the Sketch Plan, 15% of each Sector's area remaining after deducting land for non-residential uses was used as an estimate for residential streets(1). This makes up 8% of the gross residential area (including local community facilities and major streets). 13% is the actual share now taken up by residential streets. Major streets now make up about 11%, so that the total street area amounts to 24%.

In the plan for the "Queen-Dundas" Detailed Study Area the actual residential roadway is approximately 10%, with much of the required parking area provided in bays giving onto the roadway, and making up an additional 5%.

d. Proposed Standards

The land required for residential streets was proposed on a sliding scale for the two possible types of area (a) those to undergo only minor improvements, and (b) those where redevelopment is required.

Average Net Lot Density Persons per net lot acre	Residential Streets Acres/1000		Res. Streets as a % of Net Lot and Res. Sts.	
	(a)	(b)	(a)	(b)
200	1.50	.85	20%	15%
150	2.25	1.25	25%	15%
100	3.00	1.75	23%	15%
60	6.00	3.50	27%	17%

In the lower densities these provide more space for streets than the British standards (which include a variety of other uses). Although they result in lower percentages than the U.S. figures, more off-street parking space per unit is assumed. Certain streets will also serve other local uses and in the proposed classification of streets suitable widths will be defined. At that time the whole subject of space standards for streets should be restudied.

e. Spadina Planning Area

Instead of estimating 15% of the area covering residential lots and residential streets in each Sector, the proposed standards under (b) were applied after a population figure had been established from the gross density proposed. The existing residential street area of about 160 acres was reduced to 70 acres.

(1) - Except for the Regent Park projects where unified development provides minimum amounts of roadway.

3. Sites for Primary Schools

Two problems are present in establishing such standards:

a. The separate primary school system has a relatively limited source of revenue, but requires sites of adequate size in addition to land required for public schools.

b. The progressive change contemplated for public schools from a 9:5 grade system to the senior school system: 7:4:3. The Board of Education expects that for many years it will carry out a highly flexible policy with the new system, combining the old and the new in one school building in many instances to suit the building's capacity and the local requirements.

Among other reasons, these problems make the principle of neighbourhoods focussed on a primary school virtually impossible to achieve. However, it is desirable and possible to have school sites surrounded by low density housing rather than with high-rise apartments or multiple dwellings intended primarily for households without school children.

In the process of working out appropriate standards for the city of Toronto, the following approaches were made, using the Don Planning Area as a testing ground.

a. Other Site Standards

United Kingdom

In The Density of Residential Areas the standard is 1.3 acres/1000 population for schools with playing fields and .65 acres/1000 for schools without. 16 children per 1000 population per year of elementary school age are assumed.

United States

Planning the Neighborhood relates site needs to various neighborhood population sizes (1,000 to 5,000) with an assumed population composition resulting in 15 pupils/1000 per year. A minimum of 5 acres for an elementary school site is recommended by leaders in school design where school and playground are combined. The recommendations in Planning the Neighborhood range from 4.45 acres for a 180 pupil school to 8.2 acres for a 450 pupil school, combined with playground.

Standards are also given in Planning the Neighborhood for net school sites without "playgrounds". (i.e. for school buildings and their immediate surroundings). These are calculated per pupil and for different neighborhood population sizes.

Ontario

Province of Ontario standards(1) for elementary schools, including playground, are as follows:

Up to 100 pupils	1.5 - 2 acres
Up to 200 pupils	2 - 3 acres
Up to 300 pupils	3 - 4 acres
Up to 400 pupils	4 - 5 acres
Up to 600 pupils	5 - 6 acres

For economic reasons school authorities generally prefer an enrolment above a certain minimum. Toronto Board of Education officials state that schools of 400-1000 are more economic to operate than those having less than 12 rooms or 420 pupils.

Proposals for Toronto

Assuming that 7 or 8-grade schools should be planned for in Toronto, two storeys in height, the following schedule of minimum standards was worked out by the Study, using the Planning the Neighborhood method.

	Site Area in sq.ft. per Pupil	
	First 400 Pupils	Pupils over 400
1) Area covered by Building	43	38
2) Service Lawn & Parking	100	75
3) Margin for expansion: 20% of 1) & 2)	29	23
4) Play space	130	100
	292 (.007 acres)	236 (.005 acres)

b. Population and Primary School Enrolment

(i) Don Planning Area

It was possible, having determined average net lot densities, to estimate a maximum figure for future population in the Don Planning Area of 50,000, roughly equivalent to the existing figure. It was found that the present school enrolment in Grades Kindergarten-8 makes up 14% of the whole population or 15.6/1000/year. Of Grades 1-8, 32% are in the separate schools, not all of which have the Kindergarten grade.

(1) - Ontario Department of Education, Suggestions for the Layout and Construction of Schools in Ontario, Revised September, 1955.

In estimating future enrolments, it was necessary to assume a figure per 1000 per year of the entire population which would reflect any future change in the population's age composition.

It had earlier been concluded that the Don Planning Area's location would continue to be one attractive to downtown workers, with a high proportion of casual labour, and that the existing character of the population (with respect to household and family size) would not change greatly. It was also found that the Don Planning Area contained a fast-growing settlement of French-Canadians, focussed on a French-speaking Roman Catholic church and a bilingual school. Therefore there may be an average or larger proportion of children in this Area, and an even greater pressure on the separate school system. As a general guide, the proportion of future separate school pupils was set at 35%, and the figure of 15/1000/year was accepted.

As assumption was made, based on the uncertainty of the use of any school for solely junior or senior classes, that 8 grades for each school would allow a plus or minus margin of one grade. The percentage of the total population which would be primary school children is therefore 12%, 8% in public schools, 4% in separate(1).

The 50,000 population would therefore yield about 4,000 pupils in the first 8 grades in public schools. The present number in grades Kindergarten-7 inclusive is approximately 5,000, including Wellesley School west of the Don Planning Area boundary, or an average of 600 per grade. The enrolment in grades now falls by about 50% from the early to the later grades. This is accounted for by (a) the high birth rate of post war years producing a heavy enrolment in early grades, and (b) the exodus of families with children to the suburbs, possibly counter-balanced in some areas by the children of newcomers.

In the Don Planning Area, the intention of the Toronto Board of Education (dealing with public schools only), is to provide at least two new schools: a special school on Church Street above Carlton Street, and a substitute for Winchester School farther to the east. Dufferin School is eventually to become a senior school, and some thought has been given to changing Rose Avenue School as well.

(1) - For the city as a whole, 25% in separate schools might be assumed, resulting in 9% of the population in public, 3% in separate school children.

In the Study, it was necessary to establish some system of school districts, having regard to the proposed major streets and the proposed density distribution. From the first, in preparing the Sketch Plan, it was established that a Sector in which no school would be provided, should be a high density area. One in which a school exists, or is planned by the school authorities, should have a large amount of accommodation for families with school children.

Because the Don Planning Area is broken up by numerous major streets feeding the nearby downtown centre it was impossible to create primary school districts that would not be cut through by major thoroughfares. The following school district boundaries were tentatively proposed: Bloor, Jarvis, Carlton, Gerrard and Queen Streets, resulting in six primary school districts for the 17 residential Sectors, having populations varying from 4000 to 12,000, with public school populations (Kindergarten-7 inclusive) of 300-1000.

(ii) Theoretical School Districts

For the purpose of illustrating the selected standards under a. Proposals for Toronto in areas of various population densities, primary school sites were calculated for theoretical school districts of 200 acres at densities of 60, 100, 150 and 200 persons per net lot acre.

The assumptions are a. that 25% of the school children are separate school pupils, and b. that in the few 200/acre density areas, the rate of 15 pupils per 1000 per year might be reduced by one-half, because of the predominance of high-rise buildings at this density. With this exception, public school children would make up about 9% of the total population and separate school children about 3%.

Average Net Lot Density persons per acre	Estimated Population on 200 Gross Acres	8 Grade Enrolment (a) public	8 Grade Enrolment (b) separate	Estimated School Site Requirements (a) public	Estimated School Site Requirements (b) separate	Total per 1000
200	18,000	810	270	4.9	1.9	.4
150	14,000	1260 (2 schools)	420	8.0	2.9	.8
100	11,000	990	330	5.8	2.3	.7
60	7,000	630	210	4.0	1.5	.8

In 200/acre and 60/acre areas, the separate school districts would have to be extended to obtain a minimum enrolment figure of 400.

In the application of such standards, although public and separate school enrolment as a whole may be forecast in various areas with relative precision, the separate school's financial situation is so poor and the location of their pupils so unpredictable, that, for these schools, it may be best to work from the existing enrolments. Special language (French) schools in the separate school system create another problem in estimating enrolments.

c. Proposals for the Don Planning Area

Minimum school sites, according to the proposals on Page 8, were worked out for public schools on the basis of expected enrolment and the provision of 2 new schools to replace Winchester St. Public School, giving a total of 6 schools.

Suggested School Districts Sectors:	Expected Enrolment (8% of population)		Minimum School Site, including Play Space acres	As proposed in Final Sketch Plan acres
A,G	Rose Avenue	425	2.9	5.0
B,H,M	New School	904	5.3	6.0
D,E,J,K,L	Duke of York	954	5.5	4.5
I,N	New School	485	3.2	5.0
O,P,Q	Park	887	5.2	6.0
R,S	Sackville	320	2.2	3.0
		3976	24.3	29.5

Separate school sites were based on present enrolments:

Enrolment	1955	Minimum School Site, including Play Space acres	As proposed in Final Sketch Plan acres
Our Lady of Lourdes	463	3.1	3.0
Sacred Heart	432	2.9	3.0
St. Martin's	299	2.1	3.0
St. Paul	651	4.1	3.0
	1845	12.2	12.0

In the final Sketch Plan, school sites were raised to a definite minimum of 3 acres, attempting to achieve 6 acres for the largest schools. But sites for two schools in the "Queen-Dundas" scheme could not be extended to the desired size because of the space required for net lot area for adjacent housing. The total of 41.5 acres for the Area in primary school sites gives a rate of .8 acres per 1000 population.

d. Proposed Space Standards

As a policy for the city as a whole, it is recommended that the aim of a general minimum of 5 acres be accepted for primary schools, including playgrounds for both school and general use. This would meet the minimum requirements of a school of 800 pupils under the site standards proposed for Toronto on page 8. It would also be adequate for schools of 500 to 600 enrolment, according to Ontario standards. But Planning the Neighbourhood recommendations would require 8.2 acres for a 450-pupil school on a site including a playground.

The financial situation of the separate schools is likely to make sites of 5 acres almost impossible to achieve, despite these schools' rising enrolment. An absolute minimum of 3 acres is suggested.

These principles, applied to theoretical school districts of 200 acres at various densities, would result in the following rates per 1000:

Average Net Lot Density persons per acre	Population	School Sites (acres) Public	School Sites (acres) Separate	Total acres	Acres/1000 total population
200	18,000	5	3	8	.4
150	14,000	10	3	13	.9
100	11,000	5	3	8	.7
60	7,000	5	3	8	1.1

Allowing more in 100/acre and 60/acre areas to provide a convenient sites of an adequate size, the standards finally suggested are:

Average Net Lot Density persons per acre	Primary School Sites acres/1000
200	.50
150	1.00
100	1.00
60	1.50

Spadina Planning Area

These final space standards were applied to the populations for proposed school districts in the Area, averaging 5 acres, even for separate schools, with an overall rate per 1000 population of .9 acres. No school sites were located in 200/acre areas.

4. Other Schools (Senior and Secondary)

When the 7:4:3 plan is in operation it is assumed that each senior school will serve two primary school districts and include some separate school pupils. If a 5 acre minimum is again accepted, the per 1000 standard should be about one quarter of those for primary schools, as a senior school will have one half the grades in the primary schools. 4% or more of the total population is estimated for enrolment in senior school grades.

The secondary school enrolment is now approximately 25% of all pupils, public and separate. The daily attendance in 1955(1) was divided among four types of school, as follows:

Collegiates	49%
Technical	27%
Handicraft	5%
High Schools of Commerce	19%
	100%

It is assumed that the existing 16 schools, which are in good condition compared to many elementary schools in central districts, will be used to capacity during the period of transition to a 7:4:3 system, and when the higher birth rate of the postwar years makes itself felt. The problem appears to require enlarged sites.

The various types of secondary schools make it difficult to plan precisely for a given Planning Area. But, if space allowances are shared between senior and secondary schools, school authorities can make a more precise distribution. It may be well to observe appropriate secondary school district limits when defining Planning areas.

A site of 11 to 12 acres for a secondary school of 1000 pupils is suggested by Ontario education authorities. If an average of 10 acres were accepted as an objective for Toronto, the total acreage would be 160 acres for existing school sites, or .23/1000, again nearly one quarter of that proposed for primary schools.

Proposed Space Standards

Average Net Lot Density persons per acre	Other Schools acres/1000
200	.25
150	.50
100	.50
60	.75

(1) - City of Toronto, Municipal Handbook, 1956.

5. Neighbourhood Parks

The basic principle established in this regard is that with the increase of density of housing from single family houses on large lots to areas where some high-rise apartment houses are both desirable and necessary, the residents should be compensated for loss of the privacy and pleasure that a garden provides.

This is not to say that it us unnecessary to provide public open space in low density areas. It is most necessary, particularly for children. But in central areas there is an urgent need for families and others to have easy access to enjoyable outdoor space, and uncluttered by parking.

a. Other Standards

United Kingdom:

Apart from the .65 acres/1000 and 1.25 acres/1000 in primary and secondary school playing fields already referred to, the Density of Residential Areas gives the following recommendations:

Recent Recommendations for Open Space
(acres per 1,000 population)

	Public Playing Fields	Public Parks	Private Playing Fields	Total
National Playing Fields Association	6	-	-	6 + ?
New Towns Committee		10 acres inclusive		10
Greater London Plan	4	1	2	7*

* plus 3 in school playing fields

United States: Planning the Neighborhood suggests the following:

Neighborhood Playground - 1.20 - 2.75/1000(1)
Neighborhood Park (for a 1-2 family area) - .70 - 1.5 /1000
Neighborhood Park (for a multi-family area) - 1.20 - 2.0 /1000

Playground minimum - 2.75 acres
Park " - 1.5 - 2.00 acres
(varying with the size of a neighborhood)

(1) As recommended by the National Recreation Association, Standards: Playgrounds, Playfields, Recreation Buildings, Indoor Recreation Facilities.

Detroit, Mich[1]:

For a square mile neighbourhood:	minimum size	maximum distance from users
Junior playground	2 - 4 acres	1/4 mi radius
Central playground	5 - 7 acres	1/2 mi radius
Playfield	30-60 acres	1-1½ miles
Major Park*	60 +	20 mins. by transit line.

* "At least 250 acres are needed before a natural scenic character can be established". The rate per 1000 is stated as 2.6 acres.

National Recreation Association[2]

	varies with size of neighbourhood	
Neighbourhood Playground:	1.20-2.75/1000,	at 1/4 mi. radius
Playfield minimum size - 10-12 acres for 20,000 pop.	1.25/1000	at 1/3 mi. radius

b. Don Planning Area

Sites in each Sector were first selected during the preparation of the Sketch Plan, based on initial population and land estimates, using a tentative figure.

The standards which had been arbitrarily established for each density during the earliest discussions were as follows:-

Average Net Lot Density persons per acre	Acres per 1000
200	1.25
150	1.00
100	.75
60	.50

To determine the placing of each individual park, the proposed rate for 150/acre net density, 1 acre per 1000, was applied to the expected population in each Sector. Where the Sector was adjacent to an existing or proposed park of some 10 or 15 acres, a share of the large park was apportioned to it. New small parks were located close to or between schools, so as to add to facilities for school children where possible.

There is some doubt that these parks are adequate for purposes of both quiet use by adults and families and active use by pre-adolescents. But concessions must be made to the high cost of land in central built-up areas. Great care will be required in relating the open space to schools, housing and to population needs.

(1) City Plan Commission, City of Detroit, Detroit Master Plan, 1951.
(2) National Recreation Association, Standards for Neighbourhood Recreation Areas and Facilities, New York, 1944.

Further studies led to increasing the rate of space per 1000 persons to 1.20 acres in the 150/acre density. About 53 acres (1.06 per 1000) in neighbourhood parks were finally proposed for the Don Planning Area. The total acreage of existing parks of this type was roughly doubled.

The size of a neighbourhood park was assumed to be up to 10-15 acres.

c. Proposed Space Standards

Having found it possible to obtain a reasonable distribution of neighbourhood parks in a congested downtown area, an effort was made to increase the original standards for public open space of this kind, bearing in mind that private open space standards would be supplementary. A particular need will be found in the 150/acre zones where density is great and there will be a higher proportion of families with children than in the 200/acre areas.

It was found desirable also to provide more such open space per 1000 persons in the lowest density areas in order to get large enough amounts of land to create accessible parks of an adequate size. In a low density area, a high proportion of the public lands are in streets and therefore the rate per 1000 of parks cannot be less than in the next highest density. The final standards proposed, and as applied in the Spadina Planning Area, are:

Average Net Lot Density persons per acre	Acres per 1000
200	1.20
150	1.20
100	1.00
60	1.00

d. Neighbourhood Parks and School Playgrounds

The difficulties of school site planning led to adopting a low standard, particularly for separate schools. Therefore, open space provided in the neighbourhood park category (intended chiefly for neighbourhood rather than school use alone), must be generous. enough to make up any school playground deficiency.

The final standards for primary schools are 1.5 acres/1000 in the lowest density area and 1.0 acres/1000 in the 100 and 150 persons/acre areas.

These may be compared to British primary school standards of 1.3 acres/1000 with a "playing field" and .65 acres/1000 without. The U.S. standards are about 1.6 acres/1000, with approximately .4 acres/1000 for building, service area and parking, giving 1.2 acres/1000 of playground. The Ontario education authorities suggest .85 to 2.0 acres/1000 for the full school site.

Despite the low standards adopted, it is believed that they will be difficult to achieve but should be accepted as minimum targets. Too high a proportion of land is now devoted to road allowance, and too low a proportion exists for play space or parks.

e. Distinction between "Neighbourhood" and "District" Parks

"District" park is intended to describe the type of park that serves a number of neighbourhoods, being approximately within a 1/2 mile distance from its users. It might serve the needs of senior and secondary school athletic activities and contain space for passive as well as active recreation. It can supplement needs of the adjacent housing areas or be part of a larger park serving the entire city, such as the "Beaches" on the city's eastern waterfront.

Other standards have already been set forth under a. above. But the standards suggested by Planning the Neighborhood seem to refer to very small parks rather than the combination of playfield and quiet recreation areas thought of for Toronto.

The National Recreation Association's standard of 1.25 acres/1000 for a playfield, with a minimum of 12 acres, seems more relevant.

It was thought logical to establish a standard for "district" parks on a city-wide basis, rather than to arrive at the amount required by studying individual districts such as the Don and Spadina Planning Areas.

Separating existing parks of this type from "major" parks (the Island, valley parks under Metropolitan jurisdiction, the beaches and High Park), special-use parks such as Queen's Park and Exhibition Park, and from small parks and playgrounds results in a total of approximately 215 acres of space in what may be called district parks. This is .3 acres per 1000 and it was tentatively recommended that this be raised to .5 acres/1000, adding about 135 acres.

To arrive at a general city-wide figure for neighbourhood park needs an estimate was made of the population distribution in the various average density areas shown in the map of Planning Proposals. For this purpose Planning Areas of a scale similar to the Don and the Spadina Planning Areas were established. The acreage in existing small parks of 10 acres or less was totalled for each area and compared with the figure resulting from proposed neighbourhood park standards for estimated local population totals. Rough estimates of gross residential areas were used in these calculations. Existing neighbourhood parks in proposed residential areas total about 255 acres, and about 90 acres in small parks are located in the proposed non-residential areas. The estimated need was found to be about 770 acres. The precise deficiency was found, but adjusted to allow for "borrowing" from larger parks adjoining residential areas. The deficiency figure of about 515 acres was thereby reduced to 370 acres, resulting in a total neighbourhood park proposal of 625 acres, or .9 acres per 1000 for a city population of 700,000.

All the tentative park proposals made by the Study can be summarized as follows:

	Acres/1000	
	Proposed	Existing
Metropolitan, "Major", and Special Use parks	3.0	2.5
District Parks	.5	.3
Neighbourhood Parks	.9	.4
Other Parks in industrial and commercial areas	.2	.1
	4.6	3.3

6. Retail and Other Uses

The "retail" category of land use is intended to include all space necessary for off-street vehicular circulation and parking. Land must also be reserved for a variety of institutional uses, public services and the small service industries needed in every locality.

a. British Standards

In the Density of Residential Areas the following standards are given for "shops, public buildings and service industry". The decreasing rate from low to high densities should be noted.

	Area in Acres/1000 required at Gross Densities of:						
	10	20	30	40	50	60	70
				Acres			
Shops	1.2	.9	.8	.7	.6	.5	.5
Public Buildings	1.5	1.1	.8	.6	.5	.5	.5
Service Industry	1.1	.7	.6	.5	.4	.4	.4

b. U.S. Standards

In Planning the Neighborhood, .6 to .8 acres/1000 is recommended for the type of shopping area being considered here, including about .2 - .4 acres/1000 of parking, decreasing per 1000 from a small neighborhood to a large one, or a low to a high density.

.38 acres/1000 is a suggested rate for general community facilities: churches, assembly halls, health centres, nursery schools, etc. With the shopping rate, a minimum total results of 1.0 acre/1000.

c. Don Planning Area

Retail: Small shops located within housing areas are considered almost as part of the housing accommodation. The retail areas in the Sketch Plan cover the larger commercial centres serving more than one Sector. Two are large-scale developments including supermarkets, novelty stores, theatres, restaurants, furniture stores and the like.

Other Uses: These include churches, community centres and uses such as fire halls.

d. Proposed Space Standards

To allow greater flexibility than either the U.S. or British Standards, the constant rate per 1000 population was proposed as follows:

Average Net Lot Density persons per acre	Retail acres/1000	Other Uses acres/1000
200	.625	.625
150	.625	.625
100	.625	.625
60	.625	.625

Together these would make up about 11% of a gross residential area at 200/acre and about 4% at 60/acre. It was though preferable to apply a standard of 1.25 acres/1000 for both types of use and differentiate only when detailed studies are made.

e. Spadina Planning Area

Retail areas required were calculated separately for the entire Planning Area and then assigned to specific locations. Other uses were distributed among all Sectors.

7. Major Streets

This standard was developed in order to have a reasonable estimate of the land in built-up residential districts which is to be devoted to heavy traffic circulation. Such a figure can best be used for a large area.

1.50 acres/1000 is applied as a constant figure throughout all the proposed density zones. The regulting acreage therefore decreased from high to low density areas. Because the pattern of main routes is concentrated in central areas, fanning out to suburban areas, this decrease appears logical, except that the grid pattern and the lack of well-located major arteries allows heavy traffic on too great a number of streets, including some which should serve only as residential roads. The only figures referred to as an established standard are those mentioned in Planning the Neighborhood: 15-25% for "circulation elements" and in The Density of Residential Areas: 15-25% for "roads, paths, garages and miscellaneous uses". There have been discussed under Residential Streets.

Proposed Standards

The standards proposed result in the following percentages of the "gross" residential area.

Average Net Lot Density persons per acre	Major Streets acres/1000	Approx. % of Gross Residential Area
200	1.50	11 - 12
150	1.50	9
100	1.50	7
60	1.50	4 - 5

8. Gross Residential Area and Gross Density

The space standards here proposed for each average net lot density result in gross density figures which are useful in estimating the population and land use distribution for a given residential district. The Study, having worked from average net lot density figures, developed space standards for streets and for specified community facilities, and concluded by proposing gross density figures which could be applied in planning wide areas on the scale of the Don and Spadina Planning Areas.

Once an average net lot density figure has been proposed, the space standards for major streets and each of the local community facilities can be varied and thus raise or lower the gross density figure. For example, an average net density of 150/acre results in 6.67 acres of net residential land per 1000 population. Adding other uses, each at a variable rate per 1000, may amount to a total of, say, 13.37 acres/1000. This figure determines the gross density which in this instance is 75/acre and if applied to 100 acres, results in a population of 7,500. If the other uses had brought the total to 14.37 acres/1000, the density would be 70/acre, and the population 7,000.

The variations in individual space standards must be derived from studies concerning the desirable layout of residential districts, and the appropriate amount of space to be devoted to one use or another. These are particularly needed in determining the amount of land to be devoted to local streets. The savings of land which can be achieved by reducing the area devoted to these in redevelopment projects will provide more land for well-arranged housing, and for small parks and other facilities. This is shown in the following table summarizing the space standards proposed.

TABLE 5 - PROPOSED AVERAGE NET LOT DENSITIES, SPACE STANDARDS AND PERCENTAGE DISTRIBUTION OF COMMUNITY FACILITIES

for

(a) Improvement Areas.
(b) Areas where "comprehensive schemes" of redevelopment should predominate

SPACE STANDARDS ACRES/1000

Proposed Average Net Lot Density Persons/Acre	Net Lot Area	Resid. Streets (a)	Resid. Streets (b)	Primary Schools	Other Schools	Neighbourhood Parks	Retail and Other Uses (1)	Major Streets	TOTAL (a)	TOTAL (b)	Resulting Gross Densities Persons/Acre (a)	Resulting Gross Densities Persons/Acre (b)
200	5.00	1.50	.85	.50	.25	1.20	1.25	1.50	11.20	10.55	90	95
150	6.67	2.25	1.25	1.00	.50	1.20	1.25	1.50	14.37	13.37	70	75
100	10.00	3.00	1.75	1.00	.50	1.00	1.25	1.50	18.25	17.00	55	59
60	16.67	6.00	3.50	1.50	.75	1.00	1.25	1.50	28.67	26.17	35	38

PERCENTAGE DISTRIBUTION

Average Net Densities Persons/Acre	Net Lot Area	Resid. Streets	Primary Schools	Other Schools	Neighbourhood Parks	Retail and Other Uses	Major Streets	TOTAL	CORRESPONDING GROSS DENSITIES PERSONS/ACRE
(a)									
200	44.64	13.40	4.46	2.23	10.71	11.16	13.40	100.00	90
150	46.41	15.66	6.96	3.48	8.35	8.70	10.44	100.00	70
100	54.79	16.44	5.48	2.74	5.48	6.85	8.22	100.00	55
60	58.14	20.93	5.23	2.62	3.49	4.36	5.23	100.00	35
(b)									
200	47.39	8.06	4.74	2.37	11.37	11.85	14.22	100.00	95
150	49.90	9.34	7.48	3.74	8.98	9.34	11.22	100.00	75
100	58.83	10.30	5.88	2.94	5.88	7.35	8.82	100.00	60*
60	63.70	13.37	5.73	2.87	3.82	4.78	5.73	100.00	40*

(1) Can be divided equally until adjusted to local conditions.

*rounded to the nearest 5

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Copy of APPENDIX V

Schedule for Land Use and State of Repair of Fair and Good Structures

Detailed Study Area(1)

1. Address _____

2. Use (specify)

   1st Floor _____

   2nd Floor _____

   3rd Floor _____

   4th Floor _____

   etc. (specify) _____

3. If present use is not that originally intended, specify purpose for which originally built.

e.g. Now	(check)	Formerly	(check)
Office Bldg.			
Warehouse			
Factory			
Store			
House			
Other (specify)			

4. Type of Dwelling (check)

Detached	
Semi-detached	
Row	
Multiple	
Apartment Bldg.	

5. Principal exterior Material

   Specify _____

6.a. State of Repair (check)

Good	
Fair	
Poor	

6.b. Repair Required

   Roof _____
   Side Walls _____
   Front Wall _____
   Foundation _____
   Accessories (e.g. steps, porch, etc.) _____
   Other _____

(1) - See photographic illustrations between pages IV 6 and IV 7.

SUMMARY OF ASSESSMENT DATA FOR THE QUEEN-DUNDAS DETAILED STUDY AREA (east of Jarvis Street)

According to Ontario's Assessment Act(1), assessed value for any property is intended to indicate the present use, location, rental and sale values and any other circumstances affecting the value. For land, the last include the quality of the structures in the area and the current zoning. For buildings, replacement cost and obsolescence are taken into consideration. In a rapidly changing urban area, assessed value cannot be used as a precise guide to sale price because average conditions do not prevail; the assessment generally represents only a fraction of the sale price. Table 1 provides a comparison of assessed values and recent sale prices for four properties in the Regent Park South area and for one site (an industrial warehouse) in the Queen-Dundas area, where approximately one third of the privately owned land is non-residential.

TABLE 1 - Comparison of Assessed Value & Sale Price

Dwellings, Regent Park South Area	Assessed Value			Negotiated Sale Price to City(2)	Ratio Assessed Value to Sale Price
	Land $	Buildings $	Total $	$	%
Addresses:					
10 St. David	346	775	1,121	3,900	1:3.5
679 Dundas E.	1,200	1,175	2,375	6,200	1:2.6
160 Sackville	385	1,300	1,685	4,700	1:2.8
11 Wyatt	491	1,925	2,416	7,550	1:3.1
Industrial Warehouse				Owner's offer to City(3) $	Ratio Assessed Value to Offer *
Address:					
468-496 Queen E.	56,644	154,000	210,644	245,000	1:1.2

* Business assessment not included.

Assessment figures are chiefly of interest in comparing tax revenue to the costs of providing the users of property with city services. Studies undertaken before the building of Regent Park North showed that service costs were three times the tax revenue obtained in that district(4). Assessment and cost figures of 1946 cannot be compared with 1956 data, but it is certain that for slum areas a similar relationship exists today.

For commercial and industrial property, business tax revenue is added to that from the land and buildings. The tax is imposed on a percentage of the basic assessment (according to the type of use). It was not, however, included in the Study's analysis.

(1) - Assessment Act, R.S.O. 1950 as amended to 1955.
(2) - Report No.3 of the Board of Control, for City Council Meeting of Jan. 30, 1956.
(3) - Copy of letter dated Feb. 10, 1956 from City Clerk, City of Toronto.
(4) - Humphrey Carver, Housing for Toronto, Toronto, 1947.

The following statistics were obtained from the 1956 City assessment rolls:

a) Assessment of land and buildings (not including business assessment)
b) Population at each address
c) Occupier(s) of building: owner or tenant
d) Lot dimensions in feet

The structural quality survey had identified good, fair and poor structures, revised by a second field survey which also assessed the state of repair of the fair and good buildings. Information was also available on principal structural materials and land use.

The relationship of housing quality to assessed value for this area is given in the following tables:

TABLE 2 - Structural Quality, State of Repair, and Assessed Value
Queen-Dundas Area

Fair to Good Structures[2]	No.	%	Assessed Value[1] Land $	Buildings $	Total $	%	1956 Tax Revenue per Structure[3]
State of repair=Good	100	8	377,445	1,631,100	2,008,545	22	$949
Fair	238	18	800,529	1,938,675	2,739,204	31	543
Poor	149	11	438,383	722,019	1,160,402	13	368
Poor Structures	843	63	1,203,239	1,880,420	3,083,659	34	173
	1330	100	2,819,596	6,172,214	8,991,810	100	319

Per structure = $6,761
Per acre = $117,000 approximately.

(77 acres estimated, including commercial and industrial uses)

Add: 21 tax exempt properties	2,294,912
46 vacant lots	63,751
	2,358,663
	8,991,810
Total Assessed Value[1]	11,350,472

(1) - Business assessment not included.
(2) - "Structure" indicates a building or part of a building individually assessed.
(3) - 1956 mill rate: 47.25. Business tax revenue not included.

It will be seen that only 26% of the properties (those which are fair to good structures in a fair or good state of repair) make up 53% of the assessed value of built-on properties subject to tax. In contrast, poor structures represent 63% of the whole but make up only 34% of the assessed value. The revenue from these properties would be even further reduced by partial exemptions under By-law 19554. This by-law provides that a dwelling house occupied by its owner that is assessed at $4,400 or less will be taxed, except for school purposes(1), on a percentage of the building's assessed value. The exemptions are graded so that at $2,200 the figure is 50%, at $4,000, 90%.

The high assessed value per structure is accounted for by the high proportion of commercial and industrial properties. Data for individual areas of such use are given in Table 4.

Working from the argument that land use in central areas is uneconomic where the assessed value of a building is less than twice that of its lot, since it indicated a low tax revenue on valuable land, the City Planning Board in its 1949 Official Plan Report suggested that such areas should be redeveloped with more valuable buildings. It was assumed that the low assessment ratio would be primarily due to obsolete buildings. Table 3 shows that for the Queen-Dundas Detailed Study Area as a whole the buildings judged to be of the poorest structural quality or in a poor state of repair have, on the average, a building assessment ratio to land assessment of less than two.

TABLE 3 - Assessed Value of Land Compared to Assessed Value of Buildings
Queen-Dundas Area

	Average Assessed Value		
Fair to Good Structures	Land	Building	Ratio, Land to Buildings
	$	$	
State of Repair - Good	3,774	16,311	1:4.3
Fair	3,363	8,145	1:2.4
Poor	2,962	4,878	1:1.6
Poor Structures	1,430	2,235	1:1.5

However, detailed listings show that wide variations occur between different properties within these ranges. Therefore, it would be unwise to use the ratios to identify individual properties within these categories as uneconomic. Further, it is impossible to use this as a proper method for designating properties as ripe for reconstruction. For example, where a poor house is located on an extremely small lot a favourable ratio may result whereas a good house on a large lot may give an unfavourable ratio. Additional studies would be necessary to determine whether the same conditions apply in other areas of the city as all of the above were worked out for an area selected in the first instance as in poor condition.

Small sample areas, four of housing, one of commercial uses, and an industrial warehouse property, were taken to show more clearly any relationships between building types and conditions and assessed value. Table 4 contains the information gathered.

(1) - The school rate is approximately 40% of the total mill rate.

TABLE 4 - Density, Type, Structural Material, Structural Quality and Assessment Data for Sample Areas in the Queen-Dundas Study Area, east of Jarvis Street

Area Number	1	2	3	4	5	6
Number of Structures	20	23	16	29	10	1
Net Lot Area (acres)	.61	.91	1.3	1.3	.44	1.8
Front Feet	676	790	615	1077	206	330
Net Lot Density of Population (persons per acre)	134	184	104	96	113	--
Type of Housing: Row	18	21	5	11	Dwgs. over shops	Industrial Warehouse.
Semi-Detached	2	2	10	18		
Detached	-	-	-	-		
Structural Material:						
Brick	-	2	10	18	4	1
Brick Veneer	5	11	5	10	1	-
Frame	15	10	1	1	5	-
Number of Fair-Good Structures in a Good State of Repair	-	-	-	18	-	-
Fair " " "	-	-	-	-	-	part
Poor " " "	-	-	6	-	-	part
Number of Poor Structures	20	23	10	11(1)	10	-
	$	$	$	$	$	$
Assessment on Land	9,534	14,638	18,389	19,120	32,829	56,644
per acre	15,629	16,086	14,145	14,708	74,611	31,469
per front foot (approx.)	14	19	30	18	159	172
per square foot	.36	.37	.32	.34	1.71	.72
	$	$	$	$	$	$
Assessment on Buildings	16,825	38,675	39,200	88,275	39,775	154,000
per structure	841	1,682	2,450	3,044	3,978	154,000
Total Assessment (excepting any Business Assessment)	$ 26,359	$ 53,313	$ 57,589	$ 107,395	$ 72,604	$ 210,644
per acre	43,211	58,586	44,299	82,612	165,009	117,024
Tax Revenue per Structure(2)	$62	$110	$170	$175	$343	$9,953
Ratio of Land Assessment to Building Assessment	1:1.8	1:2.5	1:2.1	1:4.5(1)	1:2.1	1:2.6

(1) All buildings classified as structurally poor in this Area are row houses. The ratio of land value to building value for the row houses is 1:2.6, whereas for the whole Area it is 1:4.5

(2) Not including business tax revenue, if any, and not allowing for partial exemptions under By-law 19554. Tax rate = 47.25 mills

Area 1 Paterson Pl. (1 & 3), south side Shuter (81-95½), west side Tracy (18-34)

Area 2 East side Seaton (25-43) and west side Ontario (144-166)

Area 3 East side Sherbourne, north of Shuter (167-193)

Area 4 South side Sutton, west side Regent, north side Shuter and east side Arnold, north side Shuter, west side Arnold (to the south of a warehouse: 245 Parliament, and east side Parliament to a point south of the same warehouse.

Area 5 Bounded by Seaton, lane north of Queen, Ontario, and Queen.

Area 6 468-496 Queen East.

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